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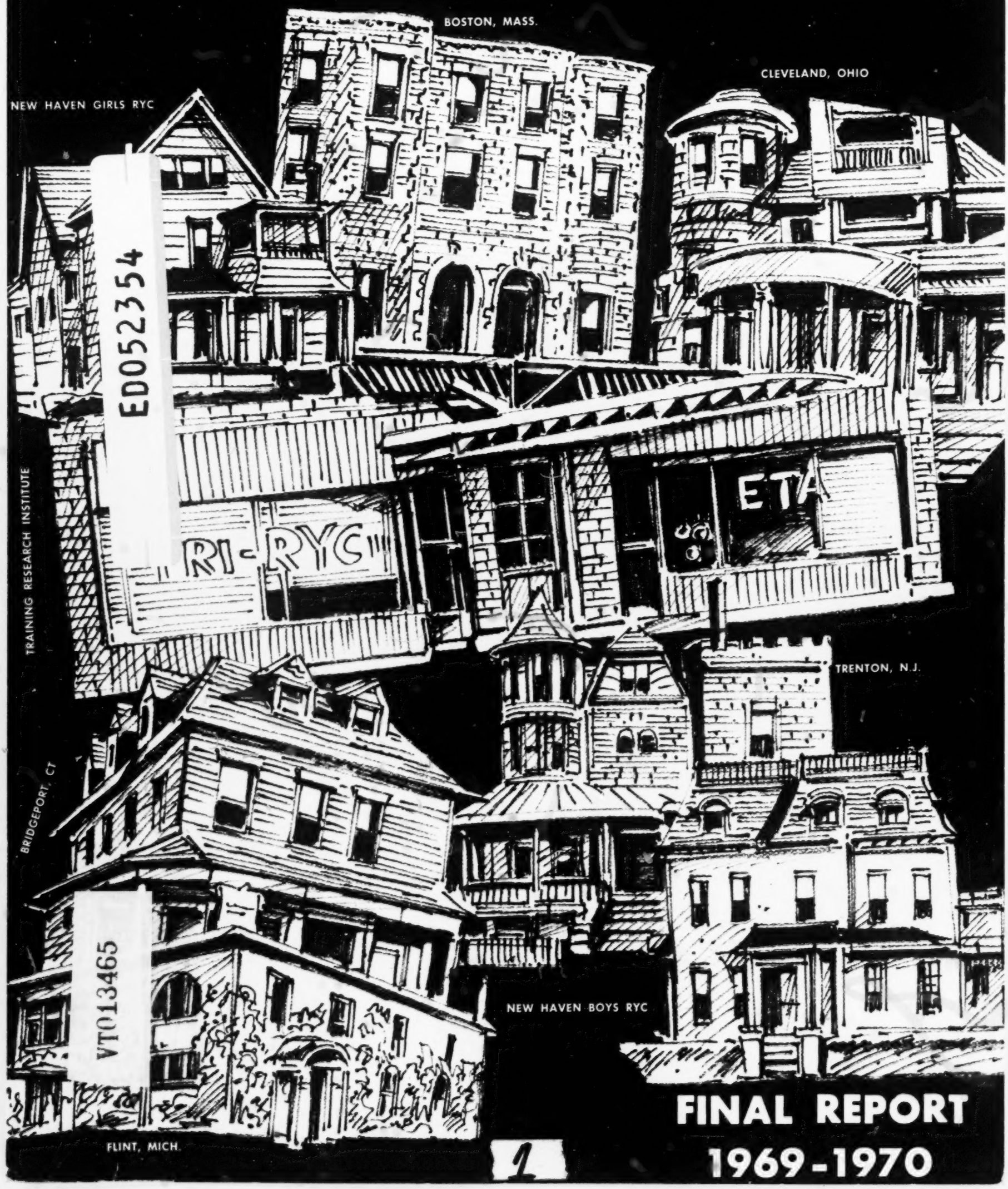
ABSTRACT

This report describes and details the experiences of the Training and Research Institute for Residential Youth Centers (TRI-RYC) during its first year of operation. The TRI-RYC was established by the Department of Labor, Office of Special Manpower Programs, to provide a capability for initiating, training staff for, and evaluating the effectiveness of five new residential-support facilities based on the Residential Youth Center model developed in New Haven, Connecticut. The field-testing of this model was done in Flint, Michigan; Cleveland, Ohio; Trenton, New Jersey; Boston, Massachusetts and Bridgeport, Connecticut. This report describes the results of this attempt to replicate the RYC model in the above cities. Attention is focused on the neighborhood-based residential model in terms of its staffing pattern, orientation toward client service, in-service training procedures and internal organization. In addition, the history of the development of the TRI-RYC is summarized and implications drawn for the future development of residential programs as support-facilities to high risk youth involved in manpower training. A related Training Manual is available in this issue as VT 013 464. (Author)

TRI-RYC, INC.

TRAINING AND RESEARCH INSTITUTE FOR RESIDENTIAL YOUTH CENTERS, INC.



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THE TRAINING AND RESEARCH INSTITUTE FOR RESIDENTIAL YOUTH CENTERS, INC.

(TRI-RYC)

FINAL REPORT: 1969

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Part I: ABSTRACT

Part I: Abstract

This report describes and details the experiences of the Training and Research Institute for Residential Youth Centers (TRI-RYC) during its first year of operation. The TRI-RYC ~~(Contract No. 42-9-001-7)~~ was established by the Department of Labor, ~~(~~Office of Special Manpower Programs~~)~~, to provide a capability for initiating, training staff for, and evaluating the effectiveness of five new residential-support facilities based on the Residential Youth Center model developed in New Haven, Connecticut. The field-testing of this model was done in Flint, Michigan; Cleveland, Ohio; Trenton, New Jersey; Boston, Massachusetts and Bridgeport, Connecticut. This report describes the results of this attempt to replicate the RYC model in the above cities.

~~The report delineates the RYC model in some detail.~~ Attention is focused on the neighborhood-based residential model in terms of its staffing pattern ~~(indigenous non-professionals),~~ orientation toward client service, in-service training procedures ~~(sensitivity training)~~ and internal organization, ~~(horizontal structure).~~ In addition, the history of the development of the TRI-RYC is summarized with attention drawn to the problems of tooling up and the preparations necessary for field-testing the RYC model.

The results of the TRI-RYC's first year of operation are discussed from the point of view of defining and isolating the variables found to effect the speed and perceived ease with which the five new residential facilities were developed. The variables discussed include the quality of prime contractor input, the kind and number of agencies involved, the source of monies, the competence of staff and the role of governmental policy and decision making. Finally, the results are summarized and implications drawn for the future development of residential programs as support-facilities to high risk youth involved in manpower training programs.

PART II: THE RESIDENTIAL YOUTH CENTER

II. The Residential Youth Center

A. History, Objectives and Results (1966 - 1969)

In 1966, as a consequence of a review of existing residential facilities as support services to manpower training programs, the first Residential Youth Center was established in New Haven, Connecticut. Unlike other facilities, the New Haven RYC was developed as a community-based, indigenously-staffed facility whose goal it was to work with those youngsters (males between the ages of 16 and 21) who were having the greatest difficulty (and creating the greatest number of problems) in the existing opportunity programs that were coordinated through New Haven's community action agency (Community Progress, Incorporated). The youths to be served by the Center were selected on the basis of criteria that stressed not only socio-economic disadvantagement but also because of the severity of the problems they were both experiencing and creating within the training and opportunity program itself.

Attempting to meet these youngsters' needs, the RYC developed a residential model that was quite different from the residential models that were more generally utilized in most settings. Although the details of this model will be described in Section B of this part of the final report, the model was based on the following points:

1. The development of a non-institutional setting.
2. A range of services extending to both enrollees and their families.
3. The use of the local neighborhood as the Center's setting.
4. The coordination of residential support and vocational training services.
5. The use of non-professionals as the prime source of help.
6. A focus on self-help.
7. An innovative concept of organization (horizontality).
8. The development of a task-oriented type of sensitivity training for staff members.

9. The reliance on a small center concept.

10. Community penetration and involvement.

11. Counseling and use of peer group relationships.

12. The development of appropriate evaluation techniques for action-oriented settings.

The RYC was developed as an "E and D" (Experimental and Demonstration) Project. Consequently, the question of evaluation was, from the very beginning, of paramount importance. Although the results of the RYC experience have been completely summarized and discussed elsewhere (Boys' RYC Final Report, 1968; Goldenberg, 1967, 1969), it would be important at the present time to point out that results indicated that the RYC was a highly effective setting in helping its enrollees to develop the kinds of behaviors and attitudes that were ultimately related to success in both the social and vocational world.

As a consequence of the success of the first RYC, a second one (for females between the ages of 16 and 21) was developed in New Haven, Connecticut. In developing this second facility the attempt was made to evaluate the effectiveness of the program when applied to a different population with similar needs.

The overall objective of the RYC is to explore the potential and significance of an inner-city, indigenous community-based residential youth center as a locale for assisting disadvantaged youth to benefit maximally from training or employment; in order to develop a better understanding of the home-family obstacles to successful training and work adjustment of these youth; and of the tools and techniques needed to overcome these obstacles.

More specifically, RYCs seek:

a. To provide disadvantaged resident youth with special living arrangements and supportive services as a means to achieve more effective training and work adjustment for these youth.

b. To test and measure formally the effectiveness of the Residential Youth Center program in enhancing the training and work adjustment of disadvantaged youth.

c. To modify the youth's home environment so as to reduce and/or eliminate disturbances which would adversely affect his participation in training or employment subsequent to his leaving the Residential Youth Center.

d. To provide a setting in which professional and indigenous non-professional staff can acquire training leading to a better understanding of the variety of problems facing disadvantaged youth and their families, and of the tools and techniques which are useful in dealing with these problems.

B. The RYC Model Defined

As a model of both service and organizational philosophy, the RYC is composed of a number of different, but intimately related, variables. Listed below are some of the essential components of the program, and each variable is described briefly. It should be pointed out, of course, that the mingling and meshing of these variables is what ultimately defines the model and distinguishes it from other programming and residential designs.

1. Non-Institutional Setting:

The RYC is conceived of as a community facility. In other words, unlike most residential programs it consciously seeks to avoid the creation of a setting with institutional overtones. This is achieved in a variety of different ways. In terms of the physical facility, however, non-institutionalization is dependent on architecture (e.g., the use of the facility by any and all groups in the surrounding neighborhood or community).

2. Range of Service Extending to Both Enrollee and Family:

The RYC is predicated on the assumption that, as a support facility to manpower programs, its services are most effective if they involve both the individual in residence and his family. Consequently, the pattern of service involves the attempt to assist and/or rehabilitate both residents and their families through the efforts of a single indigenous, non-professional whose own training involves both an awareness of processes of manpower programming and a sensitivity to the particular needs and concerns of chronically disadvantaged inner-city people.

3. Setting Within the City:

RYCs should be located within the inner-city at points that are accessible (either walking distance or a short bus-ride) to opportunity and manpower training programs. Particular location will vary with the community but the attempt is made to have the RYC situated either in or on the fringe area of a singular or multiple ghetto.

4. Coordination of Residential Support with Vocational Training:

The goals of all RYCs are to facilitate the vocational and personal development of its enrollees. Specifically, this means that if an enrollee is determined not to return to school every effort is made to prepare him for full time employment in a vocation of his choice. Consequently, all RYC staff and residents must develop effective and mutually enhancing relationships with manpower programs and personnel, particularly those with specific vocational implications.

5. Use of Non-Professionals as the Primary Source of Help:

A key variable in the RYC model involves the singular reliance on indigenous non-professionals as its primary service personnel. RYCs are generally staffed almost completely by people from the immediate

community. These people are trained and supported but must be viewed as the Center's "change agents" with the primary clinical, service, and administrative responsibilities of the facility.

6. Focus on Self-Help:

All RYCs are predicated on the assumption that unless the recipients of service are contributing to the development of the setting the tendency will be one in which the center becomes viewed and experienced as a unidirectional "handout". Consequently, participation by enrollees in the center is for the most part, voluntary. In addition, enrollees are encouraged to set their own goals and the expectation is that they will contribute financially to the running of the center. Thus, for example, all enrollees are expected to pay rent, the particular amount for any individual to be determined by his income. A general rule on rent is as follows:

Amount paid by an individual should be no less than 30% of his weekly income, not to exceed $15 per week.

7. Organizational Structure (Horizontality):

As an organization, an RYC is structured in a manner which will facilitate both the sharing of responsibilities by staff members and the overall growth of RYC personnel as a whole. The vehicle by which this is accomplished is called "horizontal structure". Horizontal structure involves a redefinition of organizational roles and responsibilities so that all staff personnel (e.g. director, deputy director, RYC workers, cook, live-in counselors) carry and share clinical, administrative and programming responsibilities.

8. Staffing:

The staffing of an RYC involves at least two separate processes: selection and training. Criteria for selection involve individual assessments concerning personal background, motivation, degree of commitment, and willingness to accept new responsibilities and attendant anxieties. Training is of the "sensitivity" variety, but is focused on concrete problems and tasks within an inter-personal and one-to-one context.

9. Small Center Concept:

RYCs are viewed as an important support service to those youth who have been labled "Hard-core" or chronically disadvantaged. This means that the youngsters served by RYCs are adolescents (age 16 to 21) with long histories of failure (both personally and educationally), and extensive prior involvement with law enforcement, mental health and social service agencies. This being the case, RYCs are small (e.g. they house only 25 youth at any time) and well structured so as to facilitate the development of intensive helping relationships between enrollees and staff.

10. Community Penetration and Involvement:

As indicated above, an RYC is or should be embedded in a particular community dynamic. Consequently, the effective implementation of an RYC can only take place after the community surrounding the facility has been directly involved in the development of the Center. While community penetration is an on-going activity it is most critical during the two or three months prior to the time the RYC opens its doors.

11. Counseling of Enrollees:

The definition of counseling employed at an RYC is both broad and complex. Counseling involves any and all one-to-one group interactions that focus attention on the needs, problems and aspirations of residents. Both formal and informal counseling of the one-to-one nature occurs at all hours of the day and night. In addition, the development of group programs provides the enrollee with the opportunity of gauging his behavior in terms of the means-ends expectations of inter-group life. Counseling, therefore, is not restricted to particular times or places, but occurs in terms of the needs of the individual resident.

12. Peer Group Inter-Action of Enrollees:

In addition to the counseling described above, RYC residents are expected and encouraged to participate in the operation and development of the Center. This is accomplished through the implementation of a Resident House Council, a group composed of RYC residents. This group is invested with the responsibility of developing programming policies, initiating, and implementing self-governing rules, and facilitating the integration of the Center into the community. The overall goal of encouraging peer group inter-action is the development of individual and group responsibility and participation in the decision-making processes.

13. RYC As A Learning Component:

Learning, both formal and informal, is a process by which individuals experience a developmental sense of self, participation and transcendence. The learning process at an RYC is both individual and group-oriented. In addition, however, particular attention is given to enrollees who desire to improve formal academic skills. This aspect of the learning component is approached from the point of view of tutoring and the development of an organic or functionally-oriented programmed learning environment.

14. Relationship with CAA, CEP, and Other Community Services:

As indicated above RYCs are viewed as support services to existing opportunity and manpower training programs. In addition, by the very nature of the enrollees served, the RYC must be intimately related with other social service and mental health agencies. The development of this relationship is of primary importance in the development of the Center and should be approached from that point of view. Problems of coordination and role responsibility between the RYC and other community agencies must be dealt with at a point in time before crises occur. Consequently, it is viewed as part of the process of community penetration and involvement.

15. Evaluation and Research:

RYCs are evaluated through a research model that stresses both behavioral and psychological changes over time. The overall design employed is based on a pre--post test of attitudinal and behavioral indices of functioning related to vocational, social and attitudinal behavior. In addition, attempts are made to plot the effects of the Center on an enrollee's participation and success in manpower training and full time job situations. Finally, all statistical data are supplemented with detailed individual case histories.

C. The Model Refined and Modified by Experience and the Needs of Field Testing

At the time the TRI-RYC was funded (November 1, 1968), the two residential facilities developed within the context of the "model" previously described were already in existence for varying periods of time. The Boys' RYC, for example, the first of the settings developed to test the model, had been a functional reality for two years. The YWMPTC, New Haven's residential facility for females, had been in existence for approximately one year. While the original intent in both settings was to test the appropriateness of the model--and, consequently, to adhere

as closely as possible to all of the characteristics of that model--the creation of the TRI-RYC, together with the almost three years of accumulated experience and the new mandate to provide technical assistance to other communities wishing to initiate such centers, brought with it the need to explicate and refine the original model for purposes of replication and field-testing.

While it was clear, and generally accepted, that the "first generation" centers had succeeded in providing "high risk" disadvantaged youth with meaningful and appropriate services (i.e., the kind of support services which enabled enrollees to benefit maximally from the manpower training and remedial education programs already available to them through the local community action agency), the development of both the Boys' RYC and the YWMPTC had not taken place without incident or problems. In addition, the mandate to field-test the model in five new and different communities posed the heretofore unanswered question of whether or not the comparative success of the New Haven "prototypes" could be related solely to the fact that they were developed by people who "knew" New Haven, and knew the city rather intimately. In other words, it was now legitimate to ask if the RYC model was applicable and generalizeable to cities and communities in which the creators of the original Centers were perceived as, at best, strangers and, at worst, intruders. Finally, the funding of a central coordinating agency with both research and training capabilities (the TRI-RYC) made it imperative that the new agency monitor and evaluate the preceding "RYC experience" in as candid and objective a manner as possible. The succeeding pages in this section of the final report have as their goal the explication of what was learned from the prototype settings and how this knowledge was to be used for purposes of refining the original model.

1. The Boys' Residential Youth Center: If anything, the analysis of the BRYC experience indicated that, by-and-large, the service-model upon which the setting was founded was a highly appropriate one for meeting the needs of both

the high risk youth and multi-problem families for whom the program was developed. Thus, while the results of a full-scale follow-up study of all youths served by the program since its inception are as yet incomplete (the completion of the study is scheduled for inclusion in the BRYC Final Report of 1969), preliminary indications are that the model developed for the BRYC has proven itself to be a highly effective one when the primary questions to be answered have to do with the issue of client service. In short, the major characteristics of the model (e.g., inner-city location, staffing pattern stressing the use of indigenous non-professionals, ongoing in-service sensitivity training, horizontal organizational structure and small center concept) appear to be both relevant and positively related to successful enrollee service. However, beyond the question of service, the BRYC experience indicates a need to refine the overall model to meet the following problems:

a. The RYC and Its Relationship to Broader Social Issues - From its very inception the BRYC was perceived as a setting whose effectiveness could not be dissociated from the broader social issues and contexts in which it was embedded. In 1966, for example (the year the BRYC came into being), the question of race--particularly the tone and direction of the Black Revolution--was a very different one, both in intensity and range, than it is today. There is no strong indication at this point that the RYC has been able to deal with the issues of "racism" in a manner that would set it apart from other settings in which people of different races are, perforce, placed in close proximity to each other. And this is apparently true for both the staff and the residents of the BRYC. The setting, at least at this point in time, is as plagued as any other by questions of separatism vs. integration and the role of the setting as a whole in the development of innovative inter-group living situations. Whether or not the setting can serve as a training facility for

those in other communities who wish to initiate such centers will ultimately determine the viability of the model.

In addition to the above, the TRI-RYC analysis of the BRYC experience indicates that, whereas the setting has indeed fulfilled its service responsibilities, it has played a very limited role in influencing those community institutions (e.g., the school system, the employment and welfare systems, and the police) whose own practices have been viewed as having created many of the problems which the RYC was called upon to meet. In other words, no strong data exists to indicate that the BRYC has been able, at least thus far, to go beyond its remedial responsibilities toward its "institutional change" mandates. From the point of view of the TRI-RYC (though, it should be pointed out, not necessarily from the perspective of other agencies or other communities) the existing RYC model has not been able to effect a viable balance between its remedial and preventive (be they primary or tertiary preventive) goals. Again, as was the case with the question of "racism", the original model will not be considered a complete one (at least from the point of view of the TRI-RYC) until this balance is fully implemented in the existing prototype.

b. The RYC and Questions of Decentralization - It is significant that the original RYC (the BRYC) was both funded through the auspices of a manpower program and administratively linked to an existing community action agency (Community Progress, Inc.). This state of affairs reflected the assumption that there was an interdependence between employment and the development of those attitudes conducive to obtaining and holding jobs. This assumption has clearly been validated by the empirical findings of the BRYC experience. What has also been learned, however, is the fact that a setting like the BRYC (ie., a 24-hour per day, 7-day per week, 52-week per year residential facility), if it is to achieve and maintain its service effectiveness, must be granted a degree of autonomy not usually available to other manpower-oriented programs administratively controlled

by a central community action agency. If anything, the TRI-RYC analysis of the BRYC's relationship with Community Progress, Inc. has indicated a significant lack of appreciation on the part of the community action agency of the particular needs and problems of the residential facility. Despite repeated attempts to alleviate the situation, there is no indication, at least at the present time, that a meaningful resolution of the problem is close at hand.

The situation is further complicated by the fact that if RYCs are to be developed in other cities, the existing BRYC must assume a major role in the training of center directors and deputy directors. The experience this year indicates that the BRYC will not be able to fully meet these responsibilities so long as it is administratively tied to an agency whose own needs, understandable though they may be, are not consistent with the new training responsibilities of the existing residential facility. From the point of view of the TRI-RYC, and with no expectations that this point of view will either be universally shared or operationally feasible within the very near future, the suggestion is made that the existing RYC model must be modified to give the setting greater administrative and operational freedom.

c. Career Training - With the exception of one individual, the original staff of the BRYC was entirely composed of indigenous non-professionals. This staffing pattern was consistent with the RYC model as it was, and continues to be, implemented. Indeed, perhaps the most important result of the BRYC experience to date is its affirmation of the assumption that, given appropriate support and training, non-professionals can be extremely effective individuals in working with the RYC's target population of high risk youth and multi-problem families. Because of the success of the program many of the RYC's staff members have been able to advance and broaden their vocational and educational aspirations. At the TRI-RYC, for example, five of the Institute's nine full-time staff members have, at one time or another, been associated with the original BRYC program. The

positions they hold at the TRI-RYC (Director, Deputy Director, Business Manager, and two Field Training Specialists) attest to their having been able to capitalize on their RYC experiences in order to upgrade themselves both vocationally and educationally.

Given the above, and although "promoting from within" continues to be an integral part of the BRYC model, what has become clear is the fact that the model --especially if it is to serve as a training prototype--must be modified to make specific and formal educational upgrading-experiences more available to the existing staff (i.e., new provisions are needed for guaranteeing personal development within the setting so that advancement does not remain correlated with either the development of new RYC-related settings (e.g., the TRI-RYC) or the "natural" movement that becomes possible with predictable staff turnover). To this end it appears that the model must be modified to re-define RYC positions in career rather than job terms. In addition, once this re-definition has taken place, attempts must be undertaken to provide educational upgrading experiences in much more formal and "accredited" ways; ways that will ultimately lead to closer relationships between RYCs and the extension programs of universities.

2. The Young Women's Multi-Purpose Training Center: By far the most important single finding pertaining to the YWMPTC, a finding consistent with observations and assessments made in other residential facilities for females (see final report of the WICS Portland, Maine project), was the cataloguing of the different problems presented by inner-city and disadvantaged females from their male counterparts. And, were it not for the fact that the differences discovered were now specifiable, one would only be able to respond by stating that the occurrence of differences was both predictable and little more than a glimpse of the obvious. In reality, however, the fact that both the WICS and CPI female residential facilities were vital in facilitating this specification of differences leads us to believe that the E and D monies expended in both projects were worthwhile.

With respect to the original RYC model developed in New Haven, the results of the YWMPTC experience must now be translated into concrete staffing and organizational modifications. Of the intended changes, the following appear to be the most crucial:

a. The Unquestioned Need for a Live-In Couple - Unlike the situation in the Boys' Residential Youth Center, a facility for young women cannot provide its residents with the needed remedial and support "atmosphere" without the presence of a consistent and mature Live-in couple. What is clear is that the principle problem confronting both male and female adolescents is the conflict surrounding the previous absence of a two-person parent referent. However, whereas the male adolescent's needs to relate to an adult female can be met through the existence in an RYC of a mature and "motherly" secretary (as is the case in the BRYC), the adolescent female has no such male available in the existing YWMPTC. The model, therefore, must be modified to insure the presence of a Live-in couple whose duties, in addition to coordinating evening programs and providing supervision, would include providing female residents with a new and perhaps different image of the relationship between a married male and his wife.

b. The Male RYC-Worker in the Female Setting - It is clear, at least now that preliminary data from both the YWMPTC and the WICS residential facilities have been reviewed, that the modified model of a female center would have to include the presence of males as part of the full-time service staff. The rationale for including male RYC-Workers in female facilities is derived from the same data that called for the need for a consistent Live-In Couple. If, as the data indicates, adolescent girls suffer from distorted and negative views of what constitutes "manhood", it follows that these views will only be modified if the young women are placed in ongoing helping relationships with mature males. Consequently, future residential facilities for adolescent females will have as part of their "model" the inclusion of male RYC-Workers.

c. The Inappropriateness of Volunteers as Service Personnel in Female Residential Facilities - The relevance of volunteers as prime service personnel in female residential facilities has, until recently, been an open question with respect to the development of a model for field-testing. Results of existing facilities that rely or have relied on volunteers to provide ongoing client service indicate that they are not the most appropriate personnel for these responsibilities. In addition to questions of time, commitment and discrepant value systems, the data seem to indicate that adolescent females, particularly those from one-parent families (the existing parent being another female in over 90 per cent of the cases) need relationships with females and males that are very different from the kinds that volunteers are generally prepared or able to offer. Consequently, while the use of volunteers in general is not the issue (particularly with respect to the existing model), their use as prime service personnel is certainly questionable.

d. The Male Vs. Female Leadership In Female Residential Centers - The original model for the YWMPTC was predicated on the assumption that, despite the fact that the majority of the staff would be composed of females, its leader (i.e., the Director of the facility) should be a male. Existing data obtained at the residential facility in New Haven indicates that this is no longer a tenable assumption. Rather, the issue of leadership must be redefined in terms of the needs of a program and the organizational and supervisory talents of individuals regardless of sex. Future female facilities will be developed in the context of this altered assumption.

3. Similarities and Differences Between Male and Female Residential Facilities: All data currently available seem to indicate that the original residential model developed in New Haven, Connecticut has the potential for serving as an appropriate field-testing prototype. Its basic characteristics (inner-city setting, non-professional staffing, ongoing sensitivity and clinical training, etc.) appear to provide

the bases for the development of innovative support services. In addition, however, it is clear that while the basic model appears to be appropriate, certain modifications are needed to deal with the differences and different problems presented by adolescent males and females. While some of these differences have already been described, it seems important that we focus some attention on the particular needs and problems presented by centers developed specifically for adolescent females.

a. Vocational Vs. Educational Goals - While both boys' and girls' residential youth centers are generally composed of youngsters whose goals and aspirations are far from homogeneous (i.e. some youth wish to pursue immediate vocational opportunities while others desire to return to school) it appears to be the case that this heterogeneity of interests causes far less conflict in a boys' facility than in a girls' center. This being the case, and since we still believe that any center can and should accomodate different resident aspirations, it appears that the staff make-up of future female facilities should take this difference into consideration. In other words, future female residential centers might well become settings in which the core staff provides residents with a more diversified set of service resource personnel, the kind of personnel who are more interchangeable with respect to changing resident aspirations.

b. Life and Marriage Preparation - Despite current attempts to end discrimination against females in all areas of education and employment, it is still the case that most adolescent females view themselves in the context of marriage and its attendant home-making and child-rearing responsibilities. Consequently, future residential facilities for females must make provision for these needs in their own staffing and program development. It may well be that broadening the range of support services in female facilities will prove highly stabilizing in terms of long-range planning (and funding). While we are advocating a retention of the vocational-educational objective of the center, we are also investigating the potential effect of a general broadening of the centers' supportive and remedial services.

c. Training - Given the redefinition of female needs (see above), it is clear that future female residential centers will need staff members who are both ready and willing to provide residents with a more meaningful perspective of the role and responsibilities of females in a changing society. At the present time most of the service personnel at the YWMPTC are women who, for one reason or another, are unmarried (divorced or separated). As individuals many of them have distinguished themselves in terms of their ability to succeed and raise their families under the most difficult of personal, financial and social situations. This does not mean, however, that they have emerged from these experiences with a totally unbiased view of the world in general, and men in particular. Many of these women have rather unhappy memories of their own adolescent and adult experiences with men, memories which may make it difficult for them to be maximally helpful to girls whose own social lives are highly tenuous at best. Consequently, and if we wish to retain our focus of relying primarily on indigenous non-professionals as the major service personnel, it is imperative that the training of female staffs focus attention on these and related problems.

Part III: The TRI-RYC

PART III: The Training and Research Institute for Residential Youth Centers (TRI-RYC)

A. History and Goals

Since 1966, when the first neighborhood-based, indigenously-staffed Residential Youth Center was established in New Haven, Connecticut, there had been an increasing interest in the relevance of such facilities as support settings to youth (males and females between the ages of 16 and 21) participating in manpower development and training programs. In addition, sufficient numbers of cities had indicated a distinct need for such Residential Youth Centers.

In November, 1968 the Department of Labor (Manpower Administration) created the Training and Research Institute for Residential Youth Centers through its funding of Contract No. 42-9-001-7. Clearly, the creation of the TRI-RYC was based on the success of the model (see Part II of this report) originally developed in New Haven, and on the assumption that the "RYC concept" was applicable to other communities attempting to develop innovative programs to meet the needs presented by " high risk" yough. Consequently, the mandate upon which the TRI-RYC was founded involved the directive to assist any and all communities wishing to develop residential centers as support services to existing or developing manpower training, education and job opportunity programs. More specifically, the goals of the TRI-RYC were (and continue to be):

1. To explore the means of providing, and the usefulness of, comprehensive technical assistance and coordinated management in the conduct of a pilot project to promote establishment of new inner-city residential youth centers in at least five communities.

2. To assess the efficacy, in various settings and geographic areas, of new types of supportive services developed to enhance the training and job success of manpower program youth enrollees (particularly those in the Neighborhood Youth Corps) who are high risks and prone to avoid or drop out of manpower development programs.

3. To achieve the above through:
   a) The Preparation of a Training Manual - "The Contractor will review existing programs and literature involving Residential Youth Centers, including those funded by the Department of Labor, and will prepare a training manual that will describe the conceptual and operational methods and materials which have been most successful in affecting positive behavioral change in inner-city disadvantaged youth enrolled

in such Centers. This manual will cover such topics as conduct of resident and staff sensitivity training and its implications for organizational structure; remedial education, vocational guidance and other special supportive services; techniques of community penetration; use of community resources and the coordination of services to families; and procedures for action research and evaluation."

b) Planning for Residential Youth Centers - "The Contractor will undertake activities to identify potential locations, sponsors and funding agencies for at least five new Residential Youth Centers. In connection with such activities, the Contractor will provide technical assistance in proposal writing."

c) Training of Staffs - "The Contractor will train staffs of potential sponsors of new Residential Youth Centers and staffs involved in existing similar programs. This training will provide: discussions of conceptual and theoretical issues in the operation of Residential Youth Centers; and practicum training experiences in existing Residential Youth Centers and related programs."

d) Technical Assistance for Local Coordination - "The Contractor will provide technical assistance based on experiences of past Residential Youth Center programs, as a means of arranging for new Residential Youth Centers to be organized and operated as part of existing manpower and related programs and not independent of them."

e) Analyses and Documentation - "The Contractor will design data collection procedures to be utilized by existing and new Residential Youth Centers; analyze resulting data (both overall analysis for all Centers and comparative analyses between Centers) to determine behavioral effects of exposure to special support services provided by these Centers; arrange for the involvement of doctoral and pre-doctoral graduate students as interns in existing and new Residential Youth Centers as a means of facilitating the development of future practitioners and researchers, and of promoting the design of dissertations on subjects appropriate to the Centers' activities; and assist Centers in preparation of comprehensive and useful progress reports."

f) Dissemination of Experience - "The Contractor in consultation with the Manpower Administration will seek to familiarize public and private organizations in the manpower field with the concepts and experiences of promoting and operating Residential Youth Centers. The Contractor will hold at least one conference, to be attended by manpower program officials, on the role and function of Residential Youth Centers in manpower development programming." (U.S. Department of Labor: Contract No. 42-9-001-7; November 1, 1968, pp. 3 - 7)

B. Tooling-Up the Training and Research Institute for Residential Youth Centers

1. Original Expectations: It was anticipated that it would take no less than one and no more than two months for the TRI-RYC to attain operational capability. This period of "tooling up" was to include (and terminate upon the completion of) the following activities:

--Incorporation of the TRI-RYC as a non-profit corporation

--Selection of a Board of Directors

--Selection of a Board of Advisors

--Leasing and renovation of offices

--Employment of key administrative, field and clerical staff

--In-service training of TRI-RYC staff

--Development of preliminary contacts with potential RYC sponsors

--Finalization of Institute organizational structure

The maintenance of the TRI-RYC's tooling-up timetable was predicated on the assumption that the activities to be completed were of such a nature as to cause minimum disruption and dislocation. Indeed, the original expectation was that the Institute, staffed and operated as it was to be by individuals with previous organizational and staff training experience (the leadership of the TRI-RYC in the hands of individuals who had had extensive RYC training and experience), would benefit from that experience and would, consequently, attain operational stability in a relatively short period of time. Just how deeply these original expectations were a reflection of this orientation is discussed below.

a) Staffing - With the exception of two individuals (the Assistant Director for Training, and the Executive Secretary) the staff of the TRI-RYC was drawn from a population of individuals with extensive backgrounds in RYC problems.

Thus, for example, the TRI-RYC's Executive Director was a former RYC Director. Similarly, the Institute's Deputy Director and Business Manager had had extensive RYC leadership experience either as a Director or as a Deputy RYC Director. Finally, the Institute's lone original Field Specialist was a former RYC Worker with almost 5 years of RYC or RYC-related experience. Given this staffing pattern, as well as the TRI-RYC's commitment to continue to rely heavily on experienced non-professionals as its primary source of service personnel, it was felt that problems of tooling-up would be kept to a minimum.

b) Orgainzational Structure - Despite the fact that it was acknowledged to be the case that the development of the TRI-RYC would have to be accompanied by a much greater specialization of functioning on the part of its core staff, the initial approach of the Institute to problems of organizational structure could aptly be termed (and, indeed, was so termed - and quite accurately - by the TRI-RYC's Project Officer at the Department of Labor) as the "corner candy store" approach to administrative operation. While we shall have much more to say about this initial "candy store" orientation in later sections of this part of the Final Report, it would be important that we define the duties of the original TRI-RYC staff as they appeared in the Institute's tooling-up period.

Executive Director: The TRI-RYC's Director will assume the primary responsibility for carrying out the Institute's contractual obligation (i.e., the development, implementation, coordination and documentation of five new residential facilities. His primary functions will include the development and coordination of specific Institute policies and the implementation of these policies with respect to the residential centers affected by the suggested policies. In addition, he will participate fully in the description, assessment, and review of both the training and research aspects of the total program.

Deputy Director: The Deputy Director will assume primary responsibility for coordinating the five experimental centers as well as programming the training aspects to be conducted at the two existing RYC training facilities. In conjunction with the Executive Director, he will serve as both a liaison and research development specialist in and with the

appropriate agencies representing all the cities involved in the project.

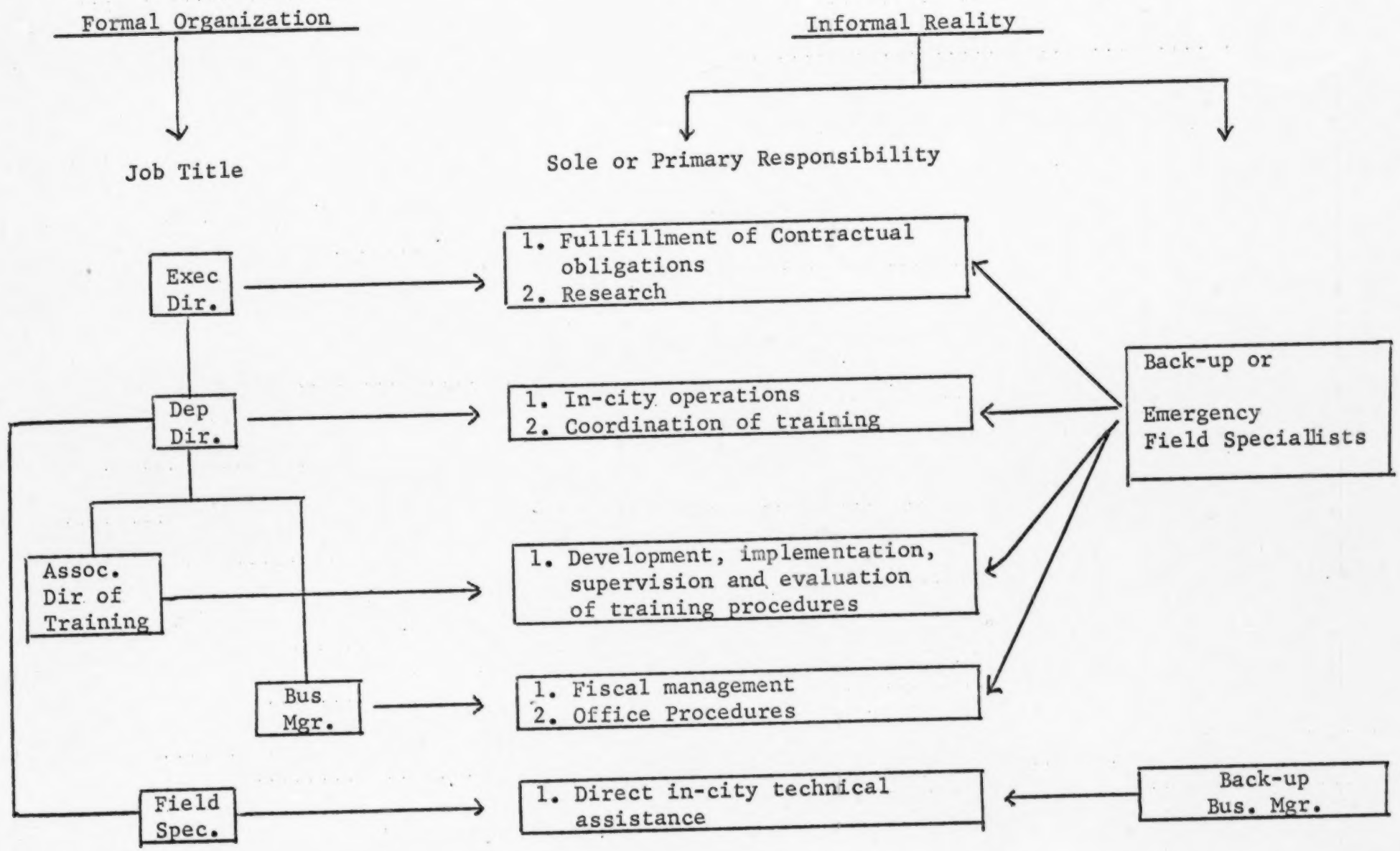
Business Manager: The Business Manager will be responsible for developing and implementing those office procedures which will facilitate the processing of data, the keeping of accounts and the management of material. In addition, he will devise such procedures as are necessary to maintain a high level of intra- and inter-office communication.

Assistant Director for Training: The Assistant Director for Training will supervise all training activities of the Institute including the scheduling of speakers, arrangements for in-city training and counseling of trainees. He will serve as a special liaison officer who will help sponsors to develop appropriate training policies with respect to given cities; will interpret these policies within the framework of the existing organizational structure of these cities; and will help to implement the training design within the given cities.

Field Training Specialist: The Field Training Specialist will assume the major responsibility for assisting and working very closely with all Center Directors and Assistant Directors. He will work directly with them to facilitate the development and implementation of each RYC. He will also act both as consultant and as a liaison officer between the Institute and all agencies (e.g., CAAs, Job Corps, Welfare) concerned with the development of the particular youth center. Finally, as project officer his responsibilities will include follow-up after each Center has been started and he will continue to provide direct on-site assistance.

As indicated above, despite the increased specification of roles, the overall "ethos" of the TRI-RYC was drawn directly from the prevailing orientation previously developed at the RYC; namely, that individuals could function as "creative generalists" (i.e., perform both administrative and training duties as needs calling for such interchangeable talents presented themselves) in an essentially "horizontal" organizational structure. This being the case, and regardless of the formal role definitions developed for purposes of clear organizational description, the TRI-RYC was <u>functionally</u> organized in the manner schematized below.

Figure 1. Initial Formal Organizational Structure and Informal Functional Reality of the TRI-RYC



It should be made clear, however, that the TRI-RYC's initial organizational "horizontality" was due to reasons other than simple choice. The original contract between the Department of Labor (Manpower Administration) and the TRI-RYC provided the Institute with funds for only one Field Training Specialist. In part, this decision was predicated on the assumption that additional Field Training Specialists would be provided for only <u>after</u> the Institute had been able to develop the required number of contractual arrangements warranting such staff expansion. In retrospect, while this assumption still appears to be a valid one, events (see Part II of this section of the Final Report) made it imperative that additional field staff be brought into the organization earlier than expected. Nevertheless, given the initial allocation of funds, the TRI-RYC's original "candy store" organizational structure (i.e., the sharing and interchangeability of roles and functions) was, at least in part, a response to a situation not entirely traceable to the conscious attempt to replicate in the Institute the kind of organizational structure which proved appropriate at the individual Residential Youth Centers.

c) <u>Training</u> - Given the fact that most of the TRI-RYC staff (80% of the training and administrative staff, and 60% of the total staff) had had extensive prior experience in Residential Youth Centers, it was anticipated that pre- and in-service tooling-up training would require a minimum expenditure of time. In addition, the original concept of in-service training stressed the "simple formalization" of experiences that were presumed to be both common and shared, especially by those whose primary responsibilities would now encompass the transmission of these experiences to others. Thus, for example, the concepts underlying the RYC model (e.g., horizontality, sensitivity training, community penetration, etc.) were,at least for the core staff of the TRI-RYC, far more than theoretical abstractions: they were fully experienced patterns of relating, real

and concrete ways of functioning. In addition, since all of the Institute's "technical assistance" staff were involved in the development and implementation of the original Boys' Residential Youth Center, it was assumed that they also possessed a concrete knowledge and understanding of "nuts and bolts" aspects (e.g., the process by which a site must be secured, the guidelines for fiscal responsibility, the criteria by which renovations are decided upon and contracted for, etc.) involving the initiation of new centers.

Because of the above--and because the Institute's original development called for the implementation of the concept of the creative generalist--training was perceived as a relatively short-term process by which two things would be accomplished: first, previous experiences (both of the conceptual and operational variety) would be "codified" in a manner that was concensually validated; and, second, individual strengths and weaknesses--that is to say, comparative individual differences in the degree of experience of conceptual vs. operational aspects of the RYC model--would be "rounded-out" or "evened-off" through relatively straightforward didactic teaching sessions.

d) Existing Agency Relationships - A final basis for the belief that the period of tooling-up would be a relatively short and non-disruptive one emanated from the fact that the TRI-RYC could develop in an organic way. Unlike most newly funded programs, the TRI-RYC was a setting with some established continuity; that is to say, it grew out of other settings whose own development could be viewed as having set the stage for the emergence of the Institute. No where was this more apparent than in the host of agencies that were already primed and available to enter into ongoing relationships with the Institute. Specifically, the TRI-RYC felt it could count on the immediate cooperation of Yale University, the local community action agency (Community Progress, Inc.), New Haven's Black Coalition, various sub-systems of the Public Education establishment,

the police, and host of religious and professional groups--the kind of cooperation that would, if anything, shortcut the process by which the TRI-RYC became known to and embedded in an ongoing community dynamic. And, indeed, the ease with which both a Board of Directors and a Board of Community Advisors was established attested to this organic development. In short, given the fact that most of the TRI-RYC's staff had already participated in the establishment of agency relationships--and that these relationships were particularly strong with the manpower and manpower-related agencies in New Haven--it was perfectly natural to assume that the Institute would be the natural beneficiary of its own history.

2. Problems in Tooling-Up and Their Resolution: The character of the TRI-RYC's original tooling-up expectations notwithstanding the Institute was unable to attain operational capability within the predicted period of time. In retrospect, of course, this inability to adhere closely to the original timetable was of incalculable value as a learning experience and, since the delay in attaining full operational capability had no appreciable effect on the Institute's ability to fulfill its contractual obligations, it would be fair to state that the experience was a worthwhile one. What was learned, and how the situations that arose were dealt with, are described below.

a) Staffing Problems - Quite early in the life of the TRI-RYC it became apparent that the total number of staff "on board" was clearly inadequate to meet the contractual goals of the setting. Thus, for example, while the Institute's original expectations were that it would require only one Field Training Specialist (backed up by the service availability of the TRI-RYC's "administrative" personnel) to handle the problems presented by different cities involved in establishing residential facilities, it soon became clear that this expectation was an unrealistic one. And while the bases for this realization will be described

fully in later sections of this final report (see "City Chronologies" in the Appendix) they are summarized below.

1) Fund-raising responsibilities: In only two of the 5 cities in which residential facilities would be developed (Cleveland, Ohio and Trenton, New Jersey) was the money required for implementation completely "assured". The remaining cities (Bridgeport, Connecticut; Flint, Michigan; and Boston, Massachusetts) required the Institute's assistance in obtaining, either locally or from other State sources, the required operating capital.

2) The demands of on-going in service training: In addition to developing new facilities, the Institute was expected to continue to provide the existing BRYC and the YWMPTC in New Haven, Connecticut with in-service staff development training, a situation which restricted the out-city traveling and scheduling of Institute training resources.

3) The question of race: It quickly became clear that the majority of new facilities to be developed would be implemented in black neighborhoods and with predominantly black staffs. The Institute's sole full-time Field Specialist was white and, regardless of the closeness between blacks and whites at the TRI-RYC, it was felt that additional black trainers would be required if these new facilities were to develop relatively free of the interfering effects of predictable racial issues.

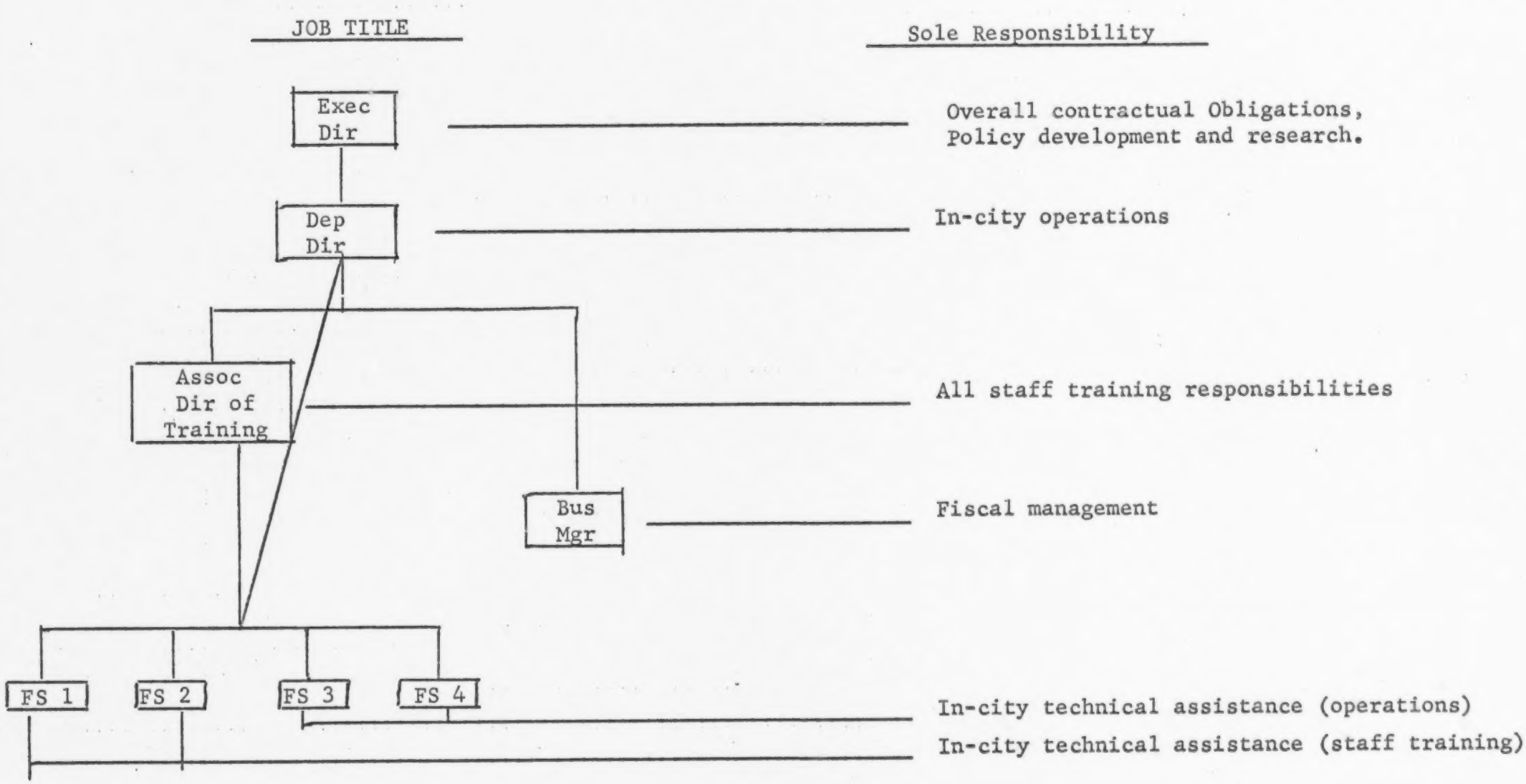
4) Operational vs. training proclivities and needs: In a short time it became obvious that the development of new residential facilities required the balancing of staff training and operational resources. Despite the backgrounds of the Institute's staff (see section 2 of this part of the Final Report) not all of the TRI-RYC's original staff were equally competent (or comfortable) in their functioning in each of these two areas. In addition, it was felt that the RYC to be developed in each of the five cities would develop more quickly and effectively if the trainers assigned to the particular project could focus their inputs in that single area (operations or staff training)most consistent with their existing level of expertise.

For all the reasons summarized above, it became important that the TRI-RYC supplement its original staff. By so doing it became possible to develop training "teams" whose combined inputs could be spread over several cities at the same time. These new teams had two characteristics: first, they were "mixed" (i.e. composed of a black and white taainer); and second, they were "balanced" in terms of individual competence (ie.eone member was an "operations" man while the second

focused his attention on problems of staff and interpersonal training. In addition to the above, the team approach freed the Institute's administrative staff to spend more time on issues dealing with fund-raising, research and the development of agency relations.

b) Problems of Structure - With the development of the Institute's increasing division of roles and specialization of responsibilities the days of the "candy store" operation came to an end. In other words, with the development of more sophisticated approaches to the problems of replicating the RYC model in other cities, there ensued the need to formalize this "sophistication" in an organizational structure that reflected this new stability. That this occured, and occured "naturally" in the course of the organization's evolution, should not be taken to mean that the TRI-RYC has either fully rejected or abandoned the concept of the "creative generalist". Quite to the contrary. What is being said is that the development of this "mythical" creative generalist must proceed from a basis that builds upon peoples' existing competencies. In other words, there is no reason, at least at this point in time, to view specialization as the goal or end-point of individual development. Rather, what must now be explored are the processes by which initial (and real) competence is generalized, not how it can be restricted. Nevertheless, during its first year of operation the TRI-RYC found it necessary to evolve an organizational structure which reflected accurately this alteration of staff functioning. In Figure 2 (see below) we have schematized the TRI-RYC's current organizational structure.

Figure 2. Current Organizational Structure of the TRI-RYC.



c) Problems of Training - Soon after the Institute became operational and had begun the process of retraining or "gearing up" its existing staff for the expected field experiences, the TRI-RYC's Associate Director for Training (one of the few staff members with no previous RYC experience) undertook and completed an extensive review of existing RYC training methodologies. The Associate Director for Training, Mr. Earl Braxton, raised a host of questions concerning the type and content of in-service staff training previously projected for the TRI-RYC. As a trained and objective "outsider", Mr. Braxton was able to confront the Institute with a documented assessment of its proposed staff training procedures. In his Report to the Executive Director (1969), the Associate Director for Training summarized his concerns in the following manner:

> "There is no doubt that training done in the past has proven itself to be highly effective--but effective within a limited frame of reference. It has prepared people to handle the problems of the community, to be more familiar with available resources, and to derive a meaningful sense of personal development through their experiences in sensitivity sessions. However, it has not provided them with an adequate or complete base of skills and knowledge for the organization or structuring of new residential facilities. What seems to be lacking are the necessary interpersonal skills, in a formal sense, that are important in communicating the RYC concept to others, and in helping them to apply this concept to their own settings.
>
> "Somehow or other, an RYC experience has been considered all that is necessary in the training of Field Specialists. This is certainly no longer the case."

In addition to the report submitted by the Associate Director for Training, it had also become clear that individual differences between staff members, even among those staff members with a shared RYC experience, were of a kind as to suggest specialized training. Because of this, and because it was clear that both operational and staff training skills were rarely found to be equally comfortable for any Institute staff member, the TRI-RYC's own staff training procedures had to be modified and coded. This modification involved the need to

provide more concentrated interpersonal training to some staff members, and more concentrated operational training to others. Listed below is the revised content of the type of in-service training that was evolved during the Institute's period of tooling-up.

Operational Training

Session I: Conceptual Framework: Background and history of the RYC; key concepts and their application.

Session II: Organizational Structure: Roles of staff members: definitions, limits and responsibilities in horizontal functioning.

Session III: Administration and Fiscal Responsibility: The financial management of RYCs; techniques of administration.

Session IV: Community Resources: Interagency relationships; the process of community penetration and organization.

Session V: Discriminatory Practices and Institutional Racism: The process and content of intergroup hostility; problems of confrontation and conflict resolution in RYCs.

Session VI: Bureaucracies and Institutional Change: An analysis of the organizational problems of RYCs as they relate to the practices of Center's "mother organization".

Interpersonal Skill Training

Session I: Goals and Values in Working with Difficult Youth: An exploration of the value discrepancies between RYC youth and their Workers.

Session II: Problems of Hard Core Youth: An analysis of the problems experienced by residents and their relationship to institutional constraints.

Session III: Methods of Working with RYC Youth: Part I.
a) Counseling
b) Methods of discipline
c) Building trust
d) Communication

Session IV: Methods of Working with RYC Youth: Part II.
a) Handling conflict
b) Leading group discussions
c) Maintaining relationships

Session V: T-Group on Group Forces and Interpersonal Relationships: Systematic exploration, with a trained T-Group leader, of the individual in the group.

Session VI - X: Ongoing T-Group: same as content in Session V.

In summary, the re-organization of the TRI-RYC's own pre- and in-service staff development training was geared to the following needs. First, the need to couple explicit program knowledge with the interpersonal skills necessary for the effective transmission of such knowledge to others. And second, the need to pilot

(at the Institute) the kind of in-service training procedures and content that would ultimately be field-tested in the five residential facilities to be developed during the Institute's first year of operation.

d) Problems of Establishing New Relationships - Although funded by the Department of Labor, the fact that the original RYC was administered through New Haven's community action agency meant that the program was, for all intents and purposes, joined to and a formal part of the organizational structure of CPI. It developed as another program in CPI's"umbrella" of inner-city services and, as such, it was always expected to coordinate its particular functions with other CPI programs (i.e., Neighborhood Youth Corps, Neighborhood Services, etc.) and was also responsible, both administratively and in terms of basic policy, to the CAP. The same was true of the YWMPTC. From the very beginning, then both RYCs were confronted with the reality (indeed, the necessity) of developing their programs in such a manner that they remained true to their own objectives while at the same time responsive to the needs of the "mother organization." It was a situation in which the RYCs (as is the case with any program that either develops within or is grafted onto an existing or established agency) would have to deal with the problems of independence and autonomy on the one hand and accommodation and coordination on the other.

Long before the TRI-RYC became a reality serious problems already existed between the RYCs (the Boys' RYC and the YWMPTC) and Community Progress, Inc. (see Boys' Residential Youth Center Final Report: 1968; Goldenberg, 1969). These problems surrounded such issues as: a) the degree of operational freedom that the local CAA would grant the residential centers; b) the administrative relationship between the localCAA and the RYCs' leaders; and c) the nature and content of support that the RYCs could expect to receive from the agency as a whole.

Given the above, and realizing that the leadership of the Institute was in the hands of individuals who had once been directly affiliated both with the RYCs and with CPI, it was far from surprising to find that the new setting (the TRI-RYC) would have to re-evaluate its existing relationship with the CAA and seek to develop the basis for a new one. The situation was not helped by the fact that CPI's Executive Director, Mr. Milton Brown, found himself unable to attend the Institute's Advisory Board meetings and had to be removed from the Board and replaced with someone whose time commitments permitted him to attend the monthly meetings.

In addition to the need to develop a more effective relationship between the Institute and CPI, the new status of the TRI-RYC made it imperative that it develop a different relationship with the existing residential facilities. Thus, for example, since the existing centers (particularly the Boys' RYC) would have to serve as training facilities for people from other states and other cities, it was important that new relationships be developed between the centers and the TRI-RYC, the kind of relationships which, while they met the needs of the trainees, did not seriously interfere with or impair the ability of the existing RYCs to continue to provide appropriate client service. These relationships were secured in four ways:

1. A series of meetings were undertaken (and completed) between the staffs of the RYCs and the Institute. These meetings focused attention on the potential problems that using the BRYC as a training facility might pose to the existing staff and residents. In addition, questions were raised and discussed concerning the overall relationship of the centers to the TRI-RYC.

2. The decision was made to invite the Directors of both the Boys' Residential Youth Center and the Young Women's Multi-Purpose Training Center to serve as full-time members of the Institute's Board of Directors. In agreeing to serve in this capacity, the Directors of the two centers (Mr. Fred Osborne of the BRYC, and Mrs. Doris Barnes of the YWMPTC) made clear their intention to participate in the formulation of overall policy for the TRI-RYC, especially as it related to the existing residential facilities.

3. A former resident of the BRYC, Mr. Levester Kelly, was asked (and agreed)to serve as a member of the Institute's Community Board of Advisors. His function was to represent the views of the residents at all TRI-RYC Advisory Board meetings.

4. The presence was requested of at least one staff member from both the Boys' and Girls' residential facilities at a weekly Institute meeting. The purpose of this was to insure continuity of communication between the TRI-RYC and the two New Haven centers.

C. The Role of the TRI-RYC in the Five Field-Testing Cities

As indicated in its Statement of Work (see Section A of this section of the final report), the role of the TRI-RYC in the development and implementation of new residential facilities is both highly complex and involved. Included in its original responsibilities were such diverse activities as site selection and staff training, proposal writing and evaluation, the formation of resident advisory councils and the preparation of training manuals. Clearly, the role of the Institute in the initiation of new centers was perceived as one whose scope would include both operational and staff training technical assistance. How and why this role was eventually modified (modified to give greater decision-making freedom and operational autonomy to the Directors and Deputy Directors of new centers) constitutes one of the most important chapters of the TRI-RYCs first year of operation. Consequently, it shall be fully reviewed in Part V of this Final Report. For the present, however, it is important that we describe both what were (and continue to be) the roles and responsibilities of the TRI-RYC in the organization, development and monitoring of new residential centers.

1. Institute Responsibilities Prior to Formal Contractual Agreements: Given the complexity of the process by which RYCs are created (see Boys' RYC Final Report: 1968), it was felt that there were a number of key decisions and steps that had to be taken in the initiation of an RYC prior to the finalization of the formal contractual agreements to establish an RYC. These preliminary steps were felt to be the responsibility of the TRI-RYC and are described briefly below.

a) Preliminary selection of a community. "When interest is shown by a particular community in establishing a Residential Youth Center, staff members of the TRI-RYC will visit to introduce the RYC model to all elements of the community who would be involved or affected and will make a determination of whether sufficient commitment and resources are available. Representatives of city government, the community action agency, social service agencies, business organizations, citizens groups, community leaders, and citizens in the target community, for example, would be among those with whom the team from TRI-RYC would discuss the possible establishment of an RYC. In addition, this initial city survey will provide the data needed by the Institute to document whether or not there appears to be sufficient need for an RYC."

b) Tentative selection of a sponsor. "Depending on the particular community involved, any one of a number of established agencies --or one developed for this single purpose--could be designated and invested with the responsibility for developing a new center. In some communities a great deal of effort on the part of the Institute and interested members of that community might go into finding a group or organization capable of sponsoring a new RYC. In other communities there might be a presumed sponsor, such as the manpower division of city government, the community action agency or the Concentrated Employment Program or one of its components. If the Institute determines that such a presumed sponsor is appropriate then a further decision must be made concerning which component or element of that sponsor's organization would be

vested with the responsibility for establishing the RYC. The Institute's role in the selection of the sponsor and/or its delegate agency would be in the determination of its understanding of and commitment to the RYC concept and its capability to coordinate the establishment and to support the operation of the new Center."

c) Tentative determination of relationships with established agencies. "The RYC must be integrated with community manpower resources. Where a city, CAA, and/or CEP provides a spectrum of job-oriented training and placement programs, the existence of such a residential facility makes it possible to deal simultaneously with the vocational skills and attitudinal change required by employment. Tentative agreements would have to be made with those agencies operating remedial education, vocational training, work experience, on-the-job training, and other programs in which the RYC residents would participate. All elements of the community which would relate to the RYC enrollees would have to understand the very significant role played by the RYC worker in coordinating both manpower and supportive services for the enrollees in his caseload. The Institute must assume this relationship-building responsibility."

d) Identification of potential directors and deputy directors. "The Institute will work with the prospective sponsor and other involved agencies, groups, and individuals in identifying potential directors and deputy directors. Individuals will be selected upon the basis of the amount and kind of experience that they have had in working with members of the target population and on the basis of the amount

of observable and inferrable commitment and involvement that the candidate indicates toward this type of work. The Institute members will participate in recruiting, will interview all candidates, and will have the opportunity to make recommendations before commitment is made to any individual by the sponsor."

e) Identification of residences as potential sites for the RYC. "At the earliest possible stage in the planning of the RYC prior to the finalization of contractural agreements, potential sites for the residential facility within the neighborhood from which most of the enrollees will come should be identified. The Institute will assist the tentative sponsor in this search and in determining whether the site is adequate. An RYC residence must be able to house twenty-five enrollees and have office, meeting, dining, and recreational space. It is preferable that it be a detached building in a residential area."

f) Writing the proposal. "The Institute will lend technical and resource assistance to prospective sponsors in their preparation of RYC project proposals. The proposal, while conforming to the basic RYC model, will be specifically designed to facilitate the functional integration of the program into the existing social structure of the particular community."

g) Contracting. "Depending upon funding arrangements, relationships of the RYC within and between agencies, etc., understandings concerning the RYC will be formalized into a contract, memorandum of agreement, or other type of formalized commitment. Funds may be provided in whole or in part by Federal, state or local government, private organizations, foundations, community groups, etc.

At least partial financial support from within the city where the RYC is located is highly preferable. The Institute will function to develop this support."

2. Institute Responsibilities After Formal Contractual Agreements Have Been Completed: Once an RYC becomes a "contractual reality", the Institute was, and continues to be, viewed as the "sole source" provider of technical assistance. As is clear from the following, this technical assistance is of both the operational-mechanical and clinical-training variety.

a) Hiring of director and deputy director. "From the list of previously identified candidates and upon the recommendation of the Institute, the sponsor will select a director and deputy director for the new RYC. It will be part of the formal agreement that the director and his deputy must take the Institute training course of approximately two weeks in New Haven and will be in a probational status until they complete this course."

b) Hiring of RYC staff. "The recruitment, interviewing and hiring of RYC staff will be undertaken jointly by the sponsor, the director and deputy director of the RYC, and the Institute. In addition to the experience and commitment criteria applicable to the hiring of the director and his deputy, special attention must be given to recruiting non-professional individuals indigenous to the community of the enrollees. All staff should be hired by the time the director and deputy director complete their training at the Institute in New Haven which would be within six to eight weeks after the date of funding. An average RYC staff would be composed of three to four daily "RYC Workers," two to three "live-in counselors," one to two secretaries, a janitor, and one or more student interns and/or researchers."

c) Site selection and renovation. "Immediately after the signing of the formal agreement a site for the RYC must be selected by the sponsor in consultation with the Institute and, with the architectural assistance of the Institute, necessary renovations of the selected facility must be initiated."

d) Formation of resident advisory council and inter-agency council. "These councils must be formed as soon as possible so that they can render necessary assistance in making the RYC operational and in assisting with the resolution of problems which may arise. The Institute will assist in this process."

e) Training at Institute for director and deputy director. "Within two weeks of the completion of the formal contractual agreement, after taking action on the above four requirements, the director and deputy director will report to New Haven for training. Training will last approximately two weeks. During this period at least one return trip will be made to their cities to assure action is being taken on critical elements of the establishment of the RYC and to interview candidates for staff positions at the Center. Staff training will include consideration of administrative problems, staffing issues, and organizational structure. Particular attention will be given to the theory and practice of horizontality, sensitivity and clinical training, community penetration and participation, research and evaluation, and university-RYC relations. Staff training will also involve an internship in a staff position in an existing RYC in New Haven, work in individual and group dynamics, and a seminar in plan making and execution. During training, the director and his deputy will

develop a relationship with a member of the TRI-RYC staff who will accompany them back to their community for assistance for at least the first month of operation of the RYC."

f) Technical assistance from the TRI-RYC. "At least four types of technical assistance will be provided to the new RYC by the Institute. During the establishment of the new Center, an Institute staff member will assist in building selection and community penetration, an Institute accountant will aid in setting up record-keeping systems, an Institute staff trainer will assist in establishing on-going in-service training at the new RYC, and an Institute resident field service representative will work with the director and his deputy during the post-contract gearing-up period and during the first month of operation of the RYC. This field representative will also be available to visit the Center in the future to assist with operational problems which may arise."

g) Evaluation. "The TRI-RYC will be responsible for establishing evaluation procedures, for training staff members of the new RYC in the gathering of data for continuous evaluation, and for coordinating intensive periodic evaluation of the RYC's operations." (Prospectus and Guidelines for Residential Youth Centers: TRI-RYC; 1969, pp. 9 - 13).

3. Elaboration of the TRI-RYC Training Program: In assuming the primary responsibility for training the staffs of new residential facilities, the Institute was placed in the position of developing a pattern of training that would both balance and combine the RYC model's theoretical or conceptual framework with the kind of concrete experiences deemed necessary for an understanding of the practical problems involved in the development and operation of such a center. In addition,

the training program had to be of such a nature that it could first be made available to the prospective facility's Director and Deputy Director and then, at a later point in time, to the total staff of the new RYC.

a) Training in New Haven - The purpose for bringing prospective center Directors and Deputy Directors to New Haven has a two-fold one: first, to provide the Institute with the necessary data by which to judge whether or not the potential RYC leaders were, indeed, capable of handling the demands which would soon be imposed upon them in their own cities; and second, to provide these leaders with a training "head-start" (i.e., with a training experience which they could use to draw upon during the period of time when they, together with their own staffs, would undergo further intensive training in the home city.

During their two-week stay in New Haven, the "trainees" were expected to live at the Boys' Residential Youth Center and to become fully involved in as many apsects of the 24-hour program as possible. This included: attending staff meetings, participating in house programs, performing live-in duties, meeting with community representatives and generally becoming a "part" of the administrative, clinical and programming activities that defined the setting. In addition, they were expected to participate in a group evaluation of themselves, the Institute and entire training program. Listed below is some of the content of the two-week Conceptual and Practicum Training Program provided by the TRI-RYC to its "trainees" from the five field-testing cities.

Content of the Two-Week Conceptual and Practicum Training
For Potential RYC Directors and Deputy Directors

Conceptual and Theoretical Training

1) Administrative Problems--Issues involving budgetary concerns; the development of referral and coordinating processes; the establishment of intra-

and inter-agency flow processes; and the development of relatively "noise-free" patterns of communication.

2) Staffing Issues--Criteria for staff selection; problems of professional-non-professional relations; the meaning and implications of staff development; the definition of the "creative generalist" and its ramifications for in-service training.

3) Organizational Structure--Conceptions of organizational structure and their relationship to patterns of service, modes of communication, and staff development; the theory of horizontality in manpower-oriented community action programs; the patterning of shared administrative and clinical functions; the role of leadership in residential centers.

4) Sensitivity and Clinical Training--Theoretical conceptions relating to the utilization of problem and task-oriented sensitivity training; special issues in sensitivity training (i.e., race, the "generation gap," role differentiation, total clinical responsibility, etc.); clinical training in non-traditional settings, the dynamics of poverty from the point of view of adolescents and their families.

5) Community Penetration and Participation--The problem of "maximum feasible participation"; techniques for understanding and conceptualizing "community attitudes"; the role of significant community groups in residential centers (i.e., the police, grass-roots neighborhood organizations, the mental health and helping professions); techniques for gaining entrance into communities; the establishment of channels of communication between residential centers and other community groups; the role of residential centers as inner-city change agents.

6) Research--Design of measurement and data collection procedures for project Directors; the relationship between research and service; theoretical and methodological problems of action research; statistical vs. clinical data and interpretations; models for effective and appropriate cost-effectiveness analyses.

7) University-Residential Youth Center Relations--The utilization of the residential facilities as settings for the development of appropriate ties between the university and poverty programs; the use of residential facilities for the training of pre- and post-doctoral personnel; the role of university supported research in a residential facility.

Practicum Training Experiences

1) Pre-Practicum Sensitivity Training--All potential project Directors would enter into an ongoing sensitivity training group upon entrance into the Institute. This pre-practicum experience would focus on training in individual and group dynamics.

2) Individual Relationship-Building--Beyond his group experiences each potential Director would, in the course of his stay at the Institute, have one (key) member of the Institute with whom to develop a relationship. This person would relate to the "trainee" during the course of his training and then accompany him back to his community and help him develop his particular residential facility.

3) Intensive Training--During the entire 2-week period of his stay in the Institute each potential Director would be placed at one of the two existing residential facilities in New Haven. He would be expected(and helped) to become a member of the staff and would participate in all the activities of the Center. He would carry a clinical caseload, develop and run his own evening and/or weekend program, and share in the live-in duties and sensitivity sessions of the Residential Youth Center. He would be assisted during this "internship" by "his" Institute advisor and would be helped to acquire a very concrete and personal awareness of the Center, its goals, problems, and processes.

For purposes of illustration we have included in this section of the Final Report (see below) the two-week training program schedule that was utilized for the potential Directors and Deputy Directors of the RYCs currently being developed in Trenton, New Jersey and Boston, Massachusetts. The schedule makes clear how

the Institute attempted to "blend" the didactic, skill training, and practical aspects of the two-week New Haven experience.

Training Program for Directors and Deputy Directors
from Trenton, New Jersey and Boston, Massachusetts

August 18 - 29, 1969

Monday, August 18, 1969
9:00 A.M. - 12:00 Noon - Conceptual Framework
Horizontality, sensitivity, rationale for non-professional, realities and problems of inner city location, value of residential setting.

Ira Goldenberg

1:00 P.M. - 5:00 P.M. - Supervision I & II
Earl Braxton

Tuesday, August 19, 1969
9:00 A.M. - 12:00 Noon - Psychology of Administration
Bob Garofalo

1:00 P.M. - 5:00 P.M. - Conflict Management
Earl Braxton

Wednesday, August 20, 1969
9:00 A.M. - 10:30 A.M. - BRYC Staff Meeting

11:00 A.M. - TRI-RYC - Field Problem in Community Penetration
Trenton--Hill Neighborhood
Boston--Newhall Neighborhood

Thursday, August 21, 1969
9:00 A.M. - 12:00 Noon - BRYC Staff Session

1:00 P.M. - 5:00 P.M. - Exploration of Field Problem
Development of Weekend Schedule

Friday, August 22, 1969
9:00 A.M. - 12:00 Noon - BRYC Staff Meeting

2:00 P.M. - 3:30 P.M. - Visit GRYC

3:30 P.M. - 4:30 P.M. - Review of first week

Saturday, August 23, 1969 & Sunday, August 24, 1969 - Coverage of BRYC by Two Trainees

Monday, August 25, 1969
9:00 A.M. - 12:00 Noon - BRYC Staff Meeting

1:00 P.M. - 5:00 P.M. - Evaluation of Weekend

Tuesday, August 26, 1969
9:00 A.M. - 12:00 Noon - Administration I
Harry Mero
Carroll Waters

1:00 P.M. - 5:00 P.M. - Administration II
Harry Mero
Carroll Waters

Wednesday, August 27, 1969
All Day - Trenton in field with BRYC

1:30 P.M. - 2:30 P.M. - Boston - YWMPTC

Thursday, August 28, 1969
All Day - Boston in field with BRYC

1:00 P.M. - 3:00 P.M. - Trenton - YWMPTC

Friday, August 29, 1969
9:00 A.M. - 12:00 Noon - Evaluation & Review
Ira Goldenberg

2:00 P.M. - 5:00 P.M. - TRI-RYC Staff Meeting

Saturday, August 30, and Sunday, August 31, 1969 - Coverage of BRYC by Trainees

b) Training in Home City - The second section of the training program evolved by the TRI-RYC was developed for implementation in the "home city"; that is to say, the city in which a particular RYC was in the process of being established. This second training section was designed for the total staffs of the RYC and, while similar in both form and content to the program previously offered to potential Center Directors and Deputy Directors, it was assumed that those previously trained (e.g., the leaders of the RYC) would now participate both as trainees and as trainers. In other words, the expectation was that the Center's Director and Deputy Director, having been given the head-start described previously, would now conduct those aspects of the training program with which they felt comfortable. Again, for purposes of illustration, we have included in this section of the Final Report (see below) the training schedule for the Boston RYC staff as it was conducted in that city from September 22, 1969 to October 3, 1969.

Boston, Massachusetts
Boys' Residential Youth Center
Training Schedule

Monday, September 22, 1969	
9:00 A.M. - 1:00 P.M.	Conceptual Framework Horizontality, sensitivity, rationale for non-professional, realities and problems of inner city location, value of residential setting.
1:00 P.M. - 5:00 P.M.	Organizational Structure Roles of staff members. Explores the roles of various staff positions. Defines limits and responsibilities.
Tuesday, September 23, 1969	
9:00 A.M.	Administrative Functioning & Budgeting What staff can expect from administration and vice-versa, staff relationships, supervisory relationships, administrative responsibilities, and staff expectations.
1:00 P.M. - 5:00 P.M.	Exploration of Concept of "Community" Community Resources
Wednesday, September 24, 1969	
9:00 A.M. -	Goals & Values In Working With Difficult Youth
1:00 P.M. - 5:00 P.M.	Understanding Bureaucracies and Political In-Fighting a. Functions of bureaucratic system b. Ways of working through system
Thursday, September 25, 1969	
9:00 A.M. - 12:00 Noon	Problems of Hard Core Youth a. family background b. inner city life
1:00 P.M. - 5:00 P.M.	Methods of Working with Difficult Youth Part I a. Counseling b. Discipline methods c. Building trust d. Communicating
Friday, September 26, 1969	
9:00 A.M. - 12:00 Noon	Methods of Working with Difficult Youth Part II a. Handling conflict b. Leading group discussions c. Developing relationships

1:00 P.M. - 5:00 P.M.

Discriminatory Practices and Institutional Racism

a. Economic, Educational and Ethnic discrimination and how it effects center residents and staff
b. Understanding the problems of Black and White residents which are caused by racism
c. Institutional racism and how to cope with it

Monday, September 29, 1969 - 1:00 P.M. - Friday October 3, 1969 - 12:00 Noon
T Group on Group Forces and Interpersonal Relationships

4. The Institute Time-Table in the Tooling-up of Cities: In order for the TRI-RYC to fulfill its contractual obligations, it became necessary to develop a timetable for each city in which an RYC was being established. If, for example, the Institute expected to open five new residential facilities during its first year of operation it would have to "space" those cities out in such a manner that they did not unduly overlap with each other with respect to their anticipated opening dates. A final constraint, however, had to do with the absolute amount of time it would take for any one center to become fully operational.

After a review of its own history (that is to say, the history of the original Boys' Residential Youth Center) it was decided that three months would be allowed for the development of any one center. In other words, the original Institute hypothesis was that three months of preparation (from the day a contract was signed) should be sufficient to produce a fully operational facility.

Given the above, the TRI-RYC developed a 20-Stage Monitoring System by which it could continually assess the progress of any one center from the time its funding contract was signed to the day it opened its doors to the community. The development of this system also enabled the Institute to assess the different points at which problems occured. Finally, the development and implementation of this system permitted a comparison of the progress (or the lack thereof) of all five residential facilities. Each stage in the system was functionally linked both to

the preceding and succeeding stages, and the attempt was made to relate each stage to the overall goal of maintaining the three month developmental cycle. Again, for purposes of illustration, the 20-Stage Monitoring System is reproduced below.

20-Stage TRI-RYC Monitoring System

Time	Stage	Activity
	I	Contract signed
	II	Director and Deputy Director interviewed and hired
	III	First week of New Haven training completed
	IV	Second week of New Haven training completed
	V	Furniture and equipment purchased
1 Month	VI	Site selected and finalized
	VII	Renovations started and completed
	VIII	Community penetration started
	IX	Contact support agencies
	X	Interview and hire staff
1 Month	XI	Arrange for home-city two-week staff training
	XII	First week of home-city total staff training
	XIII	Second week of home-city total staff training
	XIV	Select Neighborhood Advisory Board
	XV	Select Agency Advisory Board
	XVI	Hold first meeting of both Advisory Boards
	XVII	Select process for identifying residents
	XVIII	Select residents
	XIX	Firm up supportive agency roles and complete community penetration
1 Month	XX	Open Center
3 Months	XXX	RYC Fully Operational

Part IV: THE FIELD TESTING OF AN ORIENTATION TOWARD AND TECHNOLOGY FOR ACTION RESEARCH

IV. The Field Testing of An Orientation Toward and Technology for Action Research

Given the present level of our knowledge and sophistication only a fool would try to claim that there is anything "scientific", in the narrow or traditional sense of the term, about most current attempts to evaluate the effectiveness of residential-training and residential-support programs. Social scientists by the score--all-too-often, unfortunately, those with virtually no experience outside the world of academia or the comparatively antiseptic atmosphere of their laboratory settings--have been quick to point out the shortcomings and limitations of most research in the area of the War-On-Poverty. But their lack of "credentials" notwithstanding, the fact remains that from the point of view of traditional research there is much to be said for the cautions and criticisms that have been raised about action research. The situation is further complicated, of course, by the fact that most research in action-oriented settings takes place under conditions which are not at all conducive to either "basic" or "applied" orientations in the "purest" or most uncomplicated sense of the terms. By this we mean that researchers interested in evaluating action programs have continually been forced to work under conditions where their experimental interventions take place in a context in which they must always serve two harsh, and often opposing, masters. On the one-hand there are the demands of the program's needs for refunding. In this area they are constantly confronted by the "cost-effectiveness" indices surrounding the particular project as a whole. On the other hand one finds the researchers' needs to investigate issues which, while more in keeping with the scientific goals of discovery and basic research, are clearly of peripheral interest and relevance to the funding agent. The inability to develop a "healthy" fusing of these orientations has done much to becloud the entire issue of what constitutes appropriate basic or applied research in action settings.

All too often, however, those involved in the area of action research have been placed in the position of first apologizing for, and then defending, what has come to be parochially labeled as an "inferior" (rather than a "different") approach to the problems of assessing highly volatile and complex settings. With this as the prevailing climate only rarely does it become possible to initiate any sort of meaningful dialogue. More often than not, the result is the increased estrangement between those whose commitment to a particular conception of science leads them to view the efforts of the action research in little more than pejorative terms, and those whose commitment to research as an instrument for social change causes them to view the "basic researcher" as a rigid and dogmatic empiricist who spends the major portion of his time researching problems of questionable import. Brooks (1965), in a paper dealing with the problems inherent in action research, has focused attention on this and other issues, and has concluded that:

> "Mention should be made of some of the constraints which operate to hinder or frustrate effective evaluation of action programs.
>
> "The first is the long-standing tension between the realms of action and research. Certainly the actors in these two realms have tended to view each other with a large measure of suspicion and, on occasion, even hostility. The action-oriented professional has regularly lambasted the ivory tower, whose inhabitants supposedly spend all their time gathering data aimed not at solving concrete human problems, but at building bigger and better theories to be discussed at stuffy conferences and debated in unreadable journals. The researcher, for his part, is often heard belittling the action-oriented practitioner for his failure to conceptualize clearly; for his inability to think in terms of systems; for his tendency to act on the basis of subjective whims or impressions, ignoring existing empirical data which might suggest altogether different actions; for his failure to realize that the actions which he takes in the future could be made more rational and effective if only he would engage in (or support) a little follow-up research on the actions he is taking today; and for his apparent fear of evaluation on the grounds that it might call his own actions into question.
>
> "A second constraint is that imposed by the disciplinary boundaries which separate the various social sciences from one another. Poverty is an interdisciplinary problem; to approach it with only the concepts of sociology, or psychology, or economics, or political science, or anthropology, etc., is to omit a broad range of variables which must ultimately be taken into account.

"A third constraint is the ethical necessity for continuous feed-back of research findings into community action programs, thereby producing adjustments or improvements in their operation. While this is the correct procedure from the action--and indeed, the ethical--point of view, it has the unfortunate effect of tossing a monkey-wrench into the research design constructed at the program's outset. The person interested solely in the research implications of a program might prefer that it be carried through to completion without alteration, whether successful or not, so as to yield unsullied findings of maximal generalizability (and perhaps publishability as well).

"Fourth is the constraint imposed by the time dimension. Since in the United States social action programs are typically sponsored either by foundations or by political administrations with relatively short life-expectancies, the pressure for immediate results is always strong. The objectives of the community action programs are, however, long-range in nature; their attainment can become apparent only with the emergence of a new generation, hopefully one freed from the chains of poverty and ignorance. At the end of, say, two or three years, the community action programs may have produced some detectable re-orientations of attitudes and aspirations, perhaps some minute but encouraging changes in the statistics which document the plight of the poor, but to expect much more is unrealistic. Our evaluation procedures, then, must be extremely sensitive to social change in its incipient stages.

"Finally, a fifth constraint is the openness of the system which the human community comprises. The community is not a laboratory in which all the variables can be carefully controlled and manipulated at will. All the diversity and unpredictability which characterizes human beings conspire to plague the researcher's attempts to construct a 'pure' design for community action research."[1]

Unlike many War-On-Poverty programs the original RYC in New Haven (Department of Labor Contract No. 82-07-66-64) was funded as an E & D (experimental and demonstration) project. This meant that the question of research was, from the very beginning, of central concern to the program, and not, as is often the case in most service-oriented projects, tacked on almost as an afterthought. It also

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[1]The above is taken from Brooks, M.P., the Community Action Program as A Setting for Applied Research. J. of Social Issues January, 1965, XXI, No. 1, pp. 37 - 39. For a comprehensive review of the problems of evaluative research, particularly with respect to programs of action and social change, the reader is referred to Suchman, A. E., Evaluative Research: Principles and Practice in Public Service and Social Action Programs. Russell Sage Foundation, New York: 1967.

meant--and this is most important for understanding the orientation and technology developed by the TRI-RYC for field testing during its first year of funding--that while we acknowledged (but not necessarily apologize for) the myriad problems, both methodological and theoretical, inherent in all attempts to evaluate the effectiveness of innovative residential programs, that succeeding RYCs would be developed as settings within which both service and research goals would be joined.

A. The TRI-RYC Orientation Toward Research in Residential Youth Centers

As indicated above, the TRI-RYC's basic orientation toward the role and implementation of research at Residential Youth Centers was predicated on the assumption that it was, indeed, both possible and appropriate to develop settings in which basic and applied research perspectives could be brought together in the context of a program's overall service commitments. In addition, it was felt that the innovative aspects of Residential Youth Centers as neighborhood-based support facilities to ongoing manpower-training programs in urban settings would create the possibility of forging new alliances with established research capabilities. Finally, it was assumed that the creation of such alliances between universities and RYCs would facilitate the development of mutually beneficial training programs involving both professionals and non-professionals. The fusing of these goals into an explicit and public orientation was reflected in the wording of the original RYC's service and research objectives. They were:

1. To evaluate the degree to which a neighborhood-based Residential Youth Center, developed within a manpower-oriented Community Action Program, could be utilized to facilitate the growth and rehabilitation of economically disadvantaged and/or disrupted adolescents and their families.

2. To develop criteria by which new and different residential programs could be run more effectively and less expensively than existing programs.

3. To develop a setting in which both professionals and non-professionals could acquire the kind of training that would lead to a better understanding of the problems confronting disadvantaged youth and their families, and of the tools and techniques which might be useful in dealing with these problems.

4. To explore the possibility of establishing a viable and ongoing training, research and service relationship between the United States Department of Labor (Office of Manpower, Policy, Evaluation and Research) and Yale University. (RYC Final Report, 1968).

In summary, then, the orientation toward research developed during the TRI-RYC's first year of operation represented an attempt to combine and integrate previously opposing if not contradictory views concerning what constitutes effective and accepted research in action settings. In developing its multi-dimensional view of research the TRI-RYC succeeded in operationally defining the dimensions or goals of research in the following ways.

1. Data Collection and Analysis: This refers to the evaluation and assessment of an RYC's explicit service objectives. Included under the headings of "data collection and analysis" would be the variety of evaluative techniques related to gauging the cost-effectiveness criteria of the five RYCs developed during the TRI=RYC's first year of operation. The goals of this type of research would be geared toward assessing the impact of the particular RYC with respect to the target population which it was created to serve. Data such as pre-and post-RYC behavioral functioning in the areas of vocational training, job attendance, job maintenance and upgrading income, involvements with law enforcement personnel and agencies, and school performance would comprise the key assessment inputs into this part of the research system. In addition, it would be expected that the collection and analysis of a setting's data would focus attention on the internal consistency within a particular RYC as well as the comparative goal-achieving effectiveness of different RYCs.

2. The Feedback Function of Research: A key variable, generally conspicuous by its absence in most action-oriented rehabilitative settings, is the continual use of research data for purposes of altering, modifying or otherwise changing the nature and content of ongoing programs. Past experience has shown that RYCs tend

to be highly fluid and dynamic settings; settings which, if they are to achieve or maintain maximum service efficiency, must be provided with the kind of research feedback that can act as an "objective check" on the client-centered inputs of the staff. Consequently, basic to the development of a general research orientation for the field-testing of RYCs was the conception of research as an ongoing input variable whose relevance extends beyond the question of assessment and into the realms of programmatic change. The continuous feedback of research findings into the program constitutes the bridge between external evaluation and the internal utilization of research data.

3. Basic Research and Theory Construction: A third component of the TRI-RYC's research orientation was directed at the potential "scientific" use of RYCs as field laboratories for the investigation of problems which, while not directly related to the explicit service goals of the RYC, are of ultimate importance in any thorough and ongoing analysis of the human and institutional issues involved in the problem of poverty. Previous experience (Goldenberg: 1969) has shown that RYCs, especially those with direct university affiliations, can be utilized as centers for action research, settings in which it becomes possible to investigate some of the variables related to the development and perpetuation of what has come to be called the "culture of poverty". There is little doubt that great difficulties are involved whenever the attempt is made to perform both basic and applied research in any setting. This is especially true, however, in settings such as RYCs; settings in which there are no traditions or histories attesting to either the importance or relevance of basic research. Nevertheless, the TRI-RYC has taken the position that without the coupling of these two research orientations --without the attempt to develop a process whereby RYCs become viewed, both externally and internally, as centers for ongoing action research--we shall invariably be creating self-encapsulated and insulated settings whose findings are

neither replicable nor generalizeable. Such basic research problems as self-image, ego-strength, peer group relationships, and the development of innovative ecological and observational methodologies are of paramount importance in the evolution and construction of viable theories concerning the understanding and alteration of poverty as self-perpetuating culture. In addition, the location of RYCs directly in ghetto areas creates the possibility of studying poverty-related issues that have little or nothing to do with the problems of individuals. Thus, for example, RYCs, simply because of their own unavoidable participation in a "community process", must be viewed as potential settings for the investigation of such issues as neighborhood social structure, the effects of institutional arrangements on urban life, the political and decision-making process, and the sources for and utilization of resources for institutional change. In short, the field testing of the RYC model by the TRI-RYC during its first year of operation could not take place without an accompanying commitment to the needs for basic research and theory construction.

4. Attitudes Toward Research by RYC Staff Members: Of final importance in the development and implementation of an appropriate research orientation was the problem, previously reported and analyzed (RYC Final Report; 1968), of the RYC staff's attitudes toward, involvement in, and commitment to the relevance of evaluative-oriented research. It would be little short of the truth to state that, for the most part, non-professionals--especially those whose own academic or school experiences have been highly negative and personally demoralizing--tend to view research (and researchers) with a mixture of hostility, apprehension and disdain. Oftentimes the feelings that exist between service-oriented non-professionals and assessment-oriented professionals are of such a nature as to lead to the self-fulfilling prophesy: each group comes to act in ways that were predicted by the

other. Under these conditions cooperation becomes impossible and animosity and mutual suspicion replace and overshadow the possibilities for developing any viable or meaningful working relationships. Consequently, part and parcel of the research orientation developed by the TRI-RYC was the assumption that unless and until attitudes toward research assumed their rightful place in the planning of research goals, the goals would tend to be either diluted or defeated by the host of feelings on the part of both RYC staff members and their research "colleagues". Toward this end the following steps were taken:

a) All prosepctive researchers in new RYCs were required to participate in some of the service-oriented aspects of the program.

b) All prospective RYC staff members were required to participate in some of the research or evaluation-oriented aspects of the program.

c) The RYC staff (researchers and service personnel) in all 5 field-testing cities were required to attend pre-service workshops conducted by members of the TRI-RYC staff. These workshops focused specific attention on the attitudinal barriers on the part of both service and research staff toward the problems and concerns experienced by the other.

B. The Implementation of A Research Technology In the Target Cities

Given the orientation described above, the problem of developing a technology for field testing involved the need to elaborate a data-collection system that would enable RYC staff members (service and research personnel) to deal with the basic and applied research potentials of their new settings. The problem was further complicated by the fact that newly funded RYCs, much like the original prototype developed in New Haven, were allocated very little money for purposes of securing or sub-contracting for outside research and data-analysis assistance (both the positive and negative aspects of this situation will be discussed in Section C of this part of the report). Consequently, and given the multi-dimensional research orientation adopted by the TRI-RYC, a data collection system was designed that had to meet the following criteria:

a) Simplicity: All relevant service-oriented data must be clear, concrete and appropriate to the needs of program planning for clients (residents and their families).

b) Ease of Administration: All data gathering procedures must be designed with the goal of enabling non-professionals to both administer and interpret information immediately and without recourse to outside consultants.

c) Completeness: All information and information-gathering processes must provide staff members with a total picture of the client, a profile extensive enough as to allow for present and future planning as well as the development of baseline material for future service evaluation.

d) Continuity: All data-collection procedures should cover the entire period of time during which the resident was involved in the residential program. In addition, information must be available with respect to the clients' pre- and post-RYC experiences.

e) Standardization: All data gathering procedures must be standardized with respect to the structure and content of obtained information. Under no conditions are the data obtained in the five field-tested RYCs to be of such a nature as to impede future comparisons and replications.

f) Utilization: All data collection procedures must be designed to allow for immediate utilization of the data by RYC staff members. Consequently, comparison and internal evaluation points must focus attention on relevance of information for purposes of individual client planning.

1. Data Collection Design: Included below is the final data collection design developed by the TRI-RYC for field-testing in the RYCs developed during its first year of operation. In all cases the data collection design was presented to RYC personnel during their period of pre-service and early in-service training. Any and all modifications of the final design were undertaken and completed during that time.

Intake Form
RESIDENTIAL YOUTH CENTER

Name:

Previous Address:

Phone number (if available):

Questionaire filled out by: Date:

I. PERSONAL INFORMATION

1. Date of Birth: Present Age:

2. Race: Religion:

3. Social Security Number:

4. Title 19 or D.C.W. Number:

5. Circumstances that led to entering the R.Y.C.:

6. Three references: (friends, past employers, relatives, or social agencies)

   1.

   2.

   3.

7. With whom was the applicant living before entering the RYC?

   Name:

   Address:

8. Describe the physical condition of applicant's previous residence:

9. How long has the applicant been living in _____ (city)?

10. Has the applicant ever been arrested?

How many times?

For what?

How many times has the applicant been arrested within the last 6 months?

11. Did the applicant ever serve a sentence?

Where?

For How long?

12. Is the applicant on probation?

Probation officer's name and address, if applicable:

13. Does the applicant presently have a court case pending?

14. What is the general attitude of the applicant at this time?

II. PROGRAM HISTORY

15. Agency sponsoring or referring applicant:

16. Other agencies serving applicant in the last five years:

17. Has applicant previously been a resident in the RYC?

If yes, give brief history of resident's stay at the RYC:

18. Give applicant's CEP program history (when applicable):

19. To which CEP or other program coordinator is applicant assigned (if applicable):

20. If questions 18 and 19 are not applicable, where does the applicant work or what is his source of financial support?

21. What is the applicant's attitude toward the CEP programs (when applicable)?

22. Has the applicant ever been a resident in an institution?

Where? When?

For how long?

(If more than one institution, please include all.)

III. FAMILY

23. Who is the applicant's legal guardian?

Name:

Address:

24. Number of borthers and sisters:

25. Number of brothers and sisters now living with applicant's parents?

26. Has applicant or his brothers or sisters ever been placed in a foster home or other care?

27. Current income of applicant's family (if available):

28. Sources of family income (if available):

29. Parents' marital status:

    Name if different:

30. Where has applicant's family lived (outside of _____ (city)) during applicant's lifetime?

31. Would the parent(s) of the applicant be willing to participate in RYC programs and activities?

IV. EDUCATION

32. Highest school grade completed by applicant:

    Date completed:

33. Is applicant still in school?

    If not, why did he leave?

34. Last schools attended:

    When?

35. Did the applicant ever miss a term or more of school during his education?

    When?

36. Has applicant ever been in a technical or professional school?

Specify (where, when, etc.):

37. Has applicant ever received on-the-job training?

Specify:

V.

V. EMPLOYMENT

38. Present job (if any)

Position:

Organization (employer):

Salary and hours:

39. Number of jobs held by applicant:

40. What is the longest time the applicant has ever held a job?

What kind of work did applicant do on longest held job?

Employer:

41. Are there any aspects of the applicant's health which might affect his ability to be employed?

To be filled out after discussion with the applicant:

42. What is the applicant's estimate of how long he wishes or intends to stay at the R.Y.C.?

43. What are applicant's vocational and educational goals?

(Does applicant wish to return to school, if he has dropped out? Does he wish to be trained for a certain profession? Please specify as much as possible.)

44. In what ways can the R.Y.C. help applicant attain these goals?

(Can applicant be enrolled in school, job training? Could applicant benefit from tutoring? Etc..... Please specify.)

NARRATIVE REPORT

(To be done one week after staffing by the boy's worker. Continue narrative on reverse if necessary.)

RESIDENTIAL YOUTH CENTER

Termination Report

To be filled out by a staff member other than resident's worker.

Name of staff member: _____

I. PERSONAL

1. Where is the resident going to live?

2. What is resident's source of financial support going to be?

   Job:

   Employer:

   Nature of work:

   Pay and hours:

   Other (the state, parents, etc.):

3. Education:

   Highest school grade completed by resident:

   Is resident presently enrolled in school (high school or professional or trade school or college)?

4. How long did resident live at RYC?

   Is this longer or shorter than resident's initial estimate? (Please check with Intake Form, Question 42 and monthly reports.)

5. To what extent does the resident's present situation fulfill the vocational and educational goals he set for himself? (Please check with Intake Form, Question 43 and monthly reports.)

5. (continued)

6. Is this a voluntary termination or a termination because of actions in the house?

7. How long in advance was the termination planned?

8. Was there agreement on termination between worker and resident?

II. The R.Y.C.

9. What is the attitude of the resident toward the R.Y.C.?

10. What suggestions does the resident have for improving the R.Y.C. (rooms, food, rules, staff, House Council, etc.)?

11. Does the resident feel the R.Y.C. has helped him? How?

12. Are there things a worker should be doing with a resident that he is not doing?

13. Can you think of anything that might improve relations between staff and residents?

NARRATIVE REPORT

To be written by resident's worker:

RESIDENTIAL YOUTH CENTER

Follow-Up Report

To be filled out about 2, 4, and 6 months after resident leaves the RYC.

1. Where is the ex-resident living?

   Is this the same place he lived when he first left the R.Y.C.?

   Describe the condition of ex-resident's residence (home, apartment, institution, etc.), if possible:

2. Has the ex-resident been arrested since he left the R.Y.C.?

   For what?

   What was the outcome of the arrest(s)? (court case pending? ex-resident serving sentence? case dropped without coming to court?)

3. What is ex-resident's present source of financial support?

   Job:

   Employer:

   Nature of work:

   Pay and hours:

   Attendance:

   Other (parents, the state, etc.):

4. Is ex-resident presently enrolled in school (high school or professional or trade school or college)?

5. What are ex-resident's personal, educational, and vocational plans for the future?

6. What is the ex-resident's present attitude toward the R.Y.C.?

NARRATIVE REPORT

RESIDENTIAL YOUTH CENTER

Weekly Report

Name: Date: from_____to_____

Worker:

1. Number of reported disturbances:

2. Number of curfew violations:

3. Rent behind (how much):

4. House night programs (which two):

5. How well is resident relating to other residents?

6. Does resident have a savings account?

   Amount saved at the present time:

7. School

   Attendance (days missed):

   General progress of resident:

   Worker contacts with teaching staff:

   Comments:

8. Employment

   Attendance (days missed):

   Check one:

   _____ full-time job _____ work-study

   _____ part-time job _____ unemployed

   _____ NYC program

Pay and hours: Weekly total:

Worker contacts with employer:

Comments:

8. Employment (Comments continued):

9. General progress of resident, plans of resident, plans of worker, and any other relevant information:

RESIDENTIAL YOUTH CENTER

Monthly Report

Name: Month of:

Worker:

House data

1. Rent behind:

2. Disciplinary actions taken (type):

3. General attitude to R.Y.C., staff, other residents:

School data

1. Attendance (days missed):

2. General attitude to school:

3. General performance (A - F):

Comments:

Employment data

1. Attendance (days missed):

2. General attitude toward job:

3. General performance (A - F):

Comments:

Resident's plans

1. What is resident's present estimate of how long he wishes or intends to stay at the R.Y.C.?

   Is this a longer or shorter time than his original estimate? (Please check Intake Form, Question 42.)

2. What are the resident's present educational and vocational goals?

   Are these the same as or different from the original goals he set when he entered the R.Y.C.? (Please check Intake Form, Question 43.)

3. What steps have been taken toward achieving resident's goals? (Enrolling in school or job training, etc....)

4. General progress of resident, resident's plans, worker's plans, and any other relevant information:

C. University Relationships of Field-Tested Residential Youth Centers

As indicated earlier in Part III of this report, one of the long-range goals of the entire Residential Youth Center program, at least as it was developed in conjunction with the Department of Labor's Manpower Administration, was to explore the feasibility of developing ongoing research, training and service relationships between RYCs and universities. While it was, indeed, possible to develop and implement the prototype of such a relationship in New Haven, Connecticut--between the original Boys' Residential Youth Center and Yale University (the Psycho-Educational Clinic) and between the original Young Women 's Multi-Purpose Training Center and Yale University (the Psycho-Educational Clinic)--there was no data available to suggest or predict the feasibility of developing other productive relationships of this type in other cities. In point of fact, data accumulated by the TRI-RYC during its first year of operation was of such a nature as to suggest what was already commonly felt to be the case: that, generally, one of the great failures of the War-On-Poverty as a whole, and of residential facilities developed under OEO auspices in particular, has been the inability to develop and implement meaningful and mutually beneficial university-action program relationships.[1]

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[1]By far the best single example of the "usual" relationship that exists between action programs and universities is offered below. We offer this example not only because it details the intense and mutually-felt hostility that often exists between the two institutions mentioned above, but because the events reported below occured both in a city in which the TRI-RYC was attempting to develop a center (Cleveland, Ohio) and during the very period of time that such attempts were taking place. And while the events reproduced below might well be termed "extreme" in nature, our own experiences would indicate that the pattern of relationships described below are both general in nature and more the rule than the proverbial exception.

Footnote 1 Cont'd

Student Study Rates AIM-JOBS as Failure

THE PLAIN DEALER,

WEDNESDAY, JULY 9, 1969

CLEVELAND, OHIO

By ALMA KAUFMAN

A research study of AIM-JOBS by four social work graduate students at Case Western Reserve University gives that Cleveland manpower program a failing grade for its first six months.

The four students at the School of Applied Social Sciences (SASS), Donna Dustin, Janice Reash, Evangeline Spanos and Gale Ward, subtitled their report "If You Get A Job and Keep It, Thank God Not AIM." The two-semester study was completed this spring.

Working with a 15% random sample of the enrollers in the first 11 two-week cycles (319 out of about 2,000 enrolled from June through December 1967), the study concluded that "the truly hard core unemployed, as evidenced by this sample, are not being aided by AIM-JOBS."

OF THE 319, 280 were Negro, 20 white, 16 Puerto Rican and three unidentified.

Six months after the two-week orientation 159 remained in the job or training program where AIM-JOBS had placed them.

The program's avowed purpose when it began in 1967 was "to place in permanent, full-time private and public jobs at least 2,000 of the hard core unemployed of inner-city neighborhoods, particularly young men 18-29 years old." This was to be done within a year.

Method of operation was two weeks of job orientation and personal assessment of job readiness at the AIM-JOBS center at 2223 Superior Avenue N.E., then placement on a job or enrollment in one of several extended training programs.

The research team set up two categories: (1) most likely to succeed and (2) most likely not to succeed.

FOR THE first category, out of the 197 Negro men in the sample they found 20. All in the group were aged 18-29, had no criminal record, had at least 11 years schooling and had previous job stability. Nine of the 20 stayed placed in a job or training program for at least six months.

In the second category, the team came up with nine Negro males aged 17-29 with less than 10 years education, a police record and no job stability. Out of the nine, one stayed put six months.

"If this (the second category) is truly the target population that AIM-JOBS was created to serve, they were unsuccessful in that 89% of this sample of hard core unemployed did not stay on a job (or training program) for a minimum of six months after leaving AIM-JOBS," states the report.

Of the 95 women in the sample, 23 were listed "most likely to succeed." All had a high school education, had held a job for at least a year, and had not switched jobs the previous year. Sixteen remained placed for six months.

MANY OF the women succeeded because they were placed in government jobs, researcher Gale Ward believes. The report states that having dependents improved the likelihood of a women's job stability.

Another finding was that enrollees described as "job ready" by the AIM-JOBS staff ended up being statistically less stable than those listed "not ready." However, the researchers called these statistics "meaningless" because of the "subjective evaluation" by counselors responsible for the description.

Ward said the team theorized that the number of enrollees declared "job ready" in any given cycle depended upon the number of jobs available at the time.

They were unable to check out the theory because of lack of cooperation from AIM-JOBS, according to Ward but a former employe of the program confirmed the theory.

WARD, however, added that the system of placing people in ready and unready slots was later changed in order to improve evaluation. He also said that people placed in training tracks tended to stay there "for months and months" until a rule was made to give them priority at jobs available.

The research team concluded their report with the following statement:

"If the AIM-JOBS staff are as cooperative with their enrollees as they were with our research team, it is very surprising that anyone gains employment and retains it."

On Oct. 30, 1967, then U.S. Secretary of Labor W. Willard Wirtz on a visit to Cleveland cited AIM-JOBS as "the showpiece" of federal government attempts to solve urban unemployment.

AFTER checking 25 variables, according to Ward, "there was nothing we could find going through this whole study that would predict job stability."

The labor department does not require any manpower program to report its job retention rate, according to one manpower expert.

"It almost forces people to play the numbers game," he said.

HOWEVER, another study related to employers' cooperation with AIM-JOBS indicated job stability is greatest when salary is $2.40 an hour or more and in companies with between 100 and 500 workers.

"If a fraction of the money and time being spent on preparing people for jobs went into preparing employers for people these manpower programs would be much more successful," Cleveland manpower specialist said.

That study was funded by the U.S. Department of Labor, which finances AIM-JOBS, and was completed last year. It has not yet been released.

It would be little short of self-deluding to view the problems surrounding the development of RYC-University ties (or, indeed, any long term relationships between action-oriented and "science"-oriented settings) in simplistic or uni-dimensional terms. The problems are certainly complex, and one of the implicit goals of the TRI-RYC's first year of functioning was to describe some of the dimensions involved.

1. A Preliminary Analysis of Some of the Variables Underlying the Development of Viable RYC-University Relationships:

a. The Question of Institutional Change--By-and-large, the greatest issue influencing the development of RYC-university ties emanates from the fact that the two settings involved in the hoped-for relationship have completely different and often "antagonistic" histories and traditions. The university, for example, especially the university that views itself as a setting whose singular allegiance is to the "pursuit of truth", rarely perceives its main mission as involving the application of research findings to altering (hopefully for the better) the condition of man. Quite to the contrary, the university tradition in this country has always been one of unsullied basic research and didactic theory building. The action-oriented setting, on the other hand, views its very being as intimately tied to its effectiveness in dealing with "real problems"; that is to say, problems which are both visible and pressing. Its own prevailing ethos is one of direct impact and unswerving commitment to what it defines as persistent and unattended or poorly-attended-to needs. Characteristically, therefore, its view of the relevance of research always occurs in, or emanates from, a context of concerns only peripherally related to the goals of American empiricism.

Given the above, it becomes relatively clear that the most important variable affecting the degree to which some meaningful rapprochement is possible must involve the question of the degree to which the relationship itself serves the process of institutional change in both settings. Our own experience would indicate that only

to the degree that the evolving relationship almost forces the participants to re-examine their own institutional histories and biases can there ever be developed the kind of alliance which is anything more than self-defeating and mutually unsatisfying.

b. The Question of Commitment to Goals Which Reflect Institutional Change--A second variable underlying the development and, more importantly, the maintenance of RYC-university alliances has to do with the issue of how flexible the university (or university department) is in accepting and supporting its newly emerging relationship with the action setting. Assuming, for example, that the problems described in the previous point have been resolved (i.e., that mutual re-examination of institutional histories has, indeed, taken place, and has led to a re-definition of each setting's priorities) then the question arises as to the degree of ongoing university support once it becomes clear that the research being carried out at the RYC constitutes a break with the university's traditions and its conception and definition of scholarly research.

Earlier in this section of the Final Report we pointed to the relationship between the Boys' Residential Youth Center and Yale University (the Psycho-Educational Clinic) and that of the Young Women's Multi-Purpose Training Center and Yale University (the Psycho-Educational Clinic) as the "model" of the kind of RYC-university alliance that the TRI-RYC wanted to replicate in other cities during its first year of operation. It should be made clear, however, that the relationship between Yale University and the RYCs in New Haven did not remain a "model" one during the TRI-RYC's first year of existence. Indeed, one could reasonably state that once the exact nature and content of the relationship between the RYCs and the Psycho-Educational Clinic became fully understood and "appreciated" by Yale's Department of Psychology (the institutional reference point of the Psycho-Educational Clinic)

many problems arose which symbolized the fact that the original "innovative relationship" was being perceived and responded to by the university in ways that reflected a significant lack of commitment to the institutional implications of the now-viable alliance.

As a concrete example of the above, we are including in this section of the Final Report some material bearing on the question of the maintenance and support of alliances which reflect questions of institutional change. The specific example included (see below) deals with some of the pressures that were placed on the Psycho-Educational Clinic during 1968-69; pressures which, together with other variables, led to the resignation of the Director of the Psycho-Educational Clinic, Dr. Seymour B. Sarason. Finally, the example is included not because the manner in which the conflict was resolved had irreparable implications for the relationship between the Psycho-Educational Clinic and the Boys' Residential Youth Center and the Young Women's Multi-Purpose Training Center, but because of what it teaches us about the institutional consequences for and responses to such newly emerging relationships.

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THURSDAY, NOVEMBER 12, 1968

Save The Clinic

The future of the Yale Psycho-Educational Clinic is now in jeopardy. As evidenced by the petition of 150 people prominent in New Haven social services, the continued existence of the Clinic is a matter of concern to the whole city. The Clinic provides unique and valuable services throughout the New Haven area. In significant ways it assists various programs of Community Progress, Inc., the school system of New Haven, Ansonia, Derby and Prospect, and the state Regional Centers for the Mentally Retarded. Innovative research programs are also advanced by the Clinic.

But the Clinic needs more staff and more money to continue. Up to now, Seymour Sarason, former director of the Clinic, and his staff have provided most of the operating funds themselves. Dr. Sarason's resignation as director in September was a clear indication that such an arrangement can no longer support the Clinic adequately. The number of clinical students in the psychology department who utilize the Clinic for their study has almost tripled in recent years and demands on the Clinic from the community are rapidly increasing. Enlarged support from the psychology department for the Clinic is badly needed.

Two decisions will be forthcoming in the next several days—whether or not the psychology department is willing to continue the Clinic, and then whether or not the University Administration is willing to allocate more funds to the psychology department for the Clinic. A negative decision on either question would be shameful. The Clinic is highly important as an educational experience for clinical students, as a center of research, and as a vehicle for social betterment. The Report of the President for 1967-68 stressed Yale's potential usefulness in solving social problems. "The Corporation," it stated at one point "is eager to see to it that Yale, in a manner consistent with its primary mission, does whatever it can in order to contribute some national leadership in the effort to solve the country's most pressing problem (the inner-city)."

The Psycho-Ed Clinic is an opportunity to test the depth of the University's committment to that idea.

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YALE DAILY NEWS, THURSDAY, NOVEMBER 21, 1968

Goldenberg Adds Fuel To Growing Clinic Controversy

By Martin Oppenheimer

Dr. Ira Goldenburg, Assistant Professor of Psychology, yesterday accused the chairman of the Psychology Department of giving the Psycho-Educational Clinic a "pocket veto."

His accusations came in response to a statement by Donald Taylor, chairman of the Psychology Department, to the effect that resignation of Seymour Saroson (director of the clinic) would endanger the future of the clinic.

Goldenburg stated yesterday, "Seymour Sarason's resignation is only of symbolic importance. If Donald Taylor resigned no one would think of discontinuing the Psychology Department."

According to Goldenburg the real issue is, "If the Department had seen the Psycho-Educational Clinic as sufficiently valuable, the conditions under which Dr. Sarason resigned would never had occurred. These conditions are clearly lack of support both in terms of funds and faculty, the latter being far more important."

Dismay over the possibility of its demise has caused concern in various segments of the professional community across the country, as well as in the local community, and among students

According to Dr. Goldenburg, "The failure of the department to grant tenure to Dr. Murray Levine, presently Chairman of the Clinical Psychology Program at the State University of New York at Buffalo, and the continuing lack of sufficient manpower constitutes and indirect rejection by the University of the values and oreintation of the Clinics.

"Thus, the issues have been made elusive and therevore more easily clouded by those who like to avoid them entirely, or wish to deal with them only on the level of individual personalities. Dr. Taylor's statement of yesterday that 'the question is being studied in detail' is nothing more than a disposal of the Clinic through a pocket veto as it would take at least six to eight months to staff the Clinic.

"The entire question of the Clinic's continuation is related to several broader issues. What is the University willing to consider scholarly research and a contribution to our understanding of man in contemporary American society? To what degree is the University really willing to involve itself in the community and its problems, and if Yale does indeed want to reach out to the community, to what degree is it willing to restructure itself and its own reward systems to that end".

c. The Question of Roles: A third variable affecting the establishment of viable RYC-university ties had to do with the degree to which both parties to the relationship are able (and willing) to view their roles as interchangeable rather than totally separate and distinct. If, for example, our working assumption concerning the nature of a "viable RYC-university relationship" includes the notion of shared service and assessment responsibilities, then it becomes of paramount importance that the particular RYC and university involved be able to address themselves to the problem of defining anew their roles, responsibilities and areas of impact. Clearly, the process by which traditional roles are redefined and a new structure developed can be (and often is) both sloppy and time-consuming. Also, the long-term result of this restructuring of roles can be (and often is) an essentially unhelpful duplication and overlapping of inputs, the kind of situation which, rather than maximizing and sharpening resources, tends to dilute and render more ambiguous the proven capabilities of each of the parties concerned. Nevertheless, even accepting and acknowledging the potential pitfalls involved, our own experience has been that the potential benefits, both to the university and the RYC program, are of such a nature as to far outweigh both the real and potential liabilities of such a restructured union of institutions (see Boys' Residential Youth Center Final Report; 1968).

d) The Question of Money: A final variable involved in the development and implementation of RYC-university relationships has to do with the financial nature of the sub-contractual arrangement. More often than not, a university's research commitment to an action program has been a highly sought-after one; one in which the university, because of its recognized status within the professional community, has been pursued (and often "seduced" into a relationship) with monies and other financial inducements geared toward obtaining for the action program a kind of "instant respectability" often lacking in most federally-funded anti-poverty

projects. Our own experience would indicate that this "mode of approach" is both self-defeating and tends to create an essentially unhelpful power-oriented relationship between the two settings. Consequently, and at least for purposes of field testing the university-RYC model developed in New Haven, the TRI-RYC developed an orientation toward "sub-contracting for research" that was essentially the opposite of the situation described above. Concretely, the position developed by the TRI-RYC during its first year of operation was predicated on the assumption that the less money involved in inducing the university into a working relationship with an RYC--and the more time, instead, spent on dealing with the assumptions and functions inherent in the new relationship--the greater the prospects for establishing and maintaining a viable RYC-university alliance.

2. The Nature and Extent of Ties Developed by the TRI-RYC for Each of Its Five Field-Tested Cities:

Taking the analysis of variables (see above) as its starting point, the TRI-RYC's first year of operation saw the development of very different university affiliations for each of its five target cities. In each case, however, prior to the formalization of any RYC-university relationship, an attempt was made to isolate and describe at least two criteria for use in deciding whether or not it was possible to implement such an alliance. First, a judgement was made as to whether or not the particular university involved was prepared to make explicit its own commitment to the goals of the emerging residential facility. This "commitment" (or the lack thereof) was gauged in terms of the university's willingness to view its participation (and, most importantly, that of its students in the project) as directly related to its own criteria for what constitutes the nature of educational experiences appropriate to the university or college setting. Thus, for example, such questions as course credit for students participating in the RYC, the number

of input hours faculty members were prepared to make available for purposes of supervising such students, and the quality of departmental support for academic personnel wishing to become involved in the new setting were all taken as indicative of the university's commitment to the emerging RYC. Second, since the amount of money to be received by the university was hardly of a kind as to excite interest (i.e., in most cases the sub-contract to the university did not exceed $5,000), it was assumed that a university's interest in the project --especially since the university was not informed of the amount of money involved in the relationship until long after preliminary explorations had taken place--involved more than financial considerations. This being the case, however, and since no predictions could initially be made concerning whether or not it would be possible to establish viable RYC-university relationships in <u>all</u> the cities involved, the TRI-RYC committed itself to assume the research and documentation responsibilities in any and all cities where it was impossible to establish RYC-university alliances. Listed and briefly described below are the RYC-university ties developed by the TRI-RYC in its five field-tested cities. It should be pointed out, however, that since this final report is being prepared almost a full two months prior to the formal ending of the TRI-RYC's first year of operation, the relationships described are not all fully and "sub-contractually established"; that is to say, some of the RYC-university alliances are still in the negotiation stage.

a. <u>Cleveland, Ohio</u> - Prime Contractor: The City of Cleveland
Sub-Contractor: AIM-JOBS
University: Cleveland State University

In the field-testing city of Cleveland, Ohio, a firm relationship was developed between the RYC and the newly-operational Institute of Urban Studies of

Cleveland State University. Whether or not this relationship produces the anticipated long-range results is, of course, an open question and will have to await the RYC's actual implementation. Prior to formalizing the relationship between CSU (the Institute of Urban Studies) and the RYC (the City of Cleveland-AIM-JOBS), attempts were made to enlist the support of Cleveland's more prestigious academic setting, Case-Western Reserve University. It was felt, however, that given the history of that university with respect to its relationships with AIM-JOBS (see Cleveland Plain Dealer article in preceding pages) that such a relationship could not possibly be predicated on the "criteria for involvement" described in earlier parts of Section C of this report. In addition, it was felt that since the Institute of Urban Studies was itself a new and less tradition-bound setting, it would be more likely to approach the requirements of the relationship in an open and experimental fashion. Finally, initial meetings between the TRI-RYC and members of the Institute for Urban Studies revealed the fact that its Deputy Director was at one time a program developer for AIM-JOBS, a position which involved the exploration of innovative relationships between the poverty program and other community settings. At the present time the relationship between the Cleveland RYC and CSU's Institute of Urban Studies has led to the detaching of several students to work full-time with the RYC once it becomes operational. In addition, commitments have been made to provide these students with faculty research supervision and CSU has volunteered to work closely with members of the TRI-RYC to evaluate the relationship at various points during the contract year.

b. Flint, Michigan - Prime Contractor: Genesee County Community Mental Health Center
University: Michigan State University

The university-RYC relationship established in Flint, Michigan is a reflection of the kind of commitment already evidenced by the Genesee County Community Mental Health program toward the program as a whole. More specifically, the GCCMHS under the leadership of Dr. Ronald Chen, has gone far beyond its "expected" contractual obligations to the program; so much so that current expectations are that the RYC will shortly become a fully accepted internship setting or field placement for the Departments of Psychology and Social Work at Michigan State University. Much of the credit for the anticipated success of the RYC-university relationship must go to the orientation toward action research and service developed under the auspices of the GCCMHC. At the present time, while the RYC's data collection and assessment will be carried out by staff members of the GCCMHC, it is expected that this responsibility will gradually be spun off to the particular departments of MSU which become involved in the setting on both a service and research basis.

c. Bridgeport, Connecticut - Prime Contractor: Action for Bridgeport Community Development
University: Fairfield University

While at the time this final report was being compiled it was impossible to describe with any degree of certainty the nature of the RYC-university tie that would ultimately be developed in Bridgeport, Connecticut, it was clear that, barring any unforeseen circumstances, the particular alliance implemented in that city might very well prove to be the most exciting if not always predictable one. At the present time negotiations are under way to formalize an action-service-research relationship between the Bridgeport RYC and the Afro-American Student Union of Fairfield University. Given the current status and nature of black student organizations, especially those which wish to have a direct impact on settings other than the university, the relationship between the RYC and Afro-

American Student Union at Fairfield University could prove to be the most important experiment undertaken by the TRI-RYC during its first year of operation. Although the Bridgeport RYC has secured the services of the Dinan Psychological Clinic for much of its research-related work, an alliance between the RYC and the Student Union could lead to the kind of university-RYC relationship that goes well beyond the bounds of research and service however generally defined. We repeat, however, that the nature and direction of this developing relationship is at the present time unclear and open for negotiation.

d. Boston, Massachusetts - Prime Contractor: Action for Boston Community Development
Sub-Contractor: DARE, Inc.
University: Unselected

As will be indicated in the Appendix Section of this final report, the Boston RYC represents the most complicated and involved setting developed during this first funding year. The complexity of the setting in Boston is related to the fact that the city's prime and sub-contractors (ABCD and DARE, Inc.) have had a long and for the most part unwholesome relationship with each other. In some ways, therefore, the development of the RYC in Boston is an experiment to determine whether or not these two agencies can begin to work with each other in other than self-defeating ways. DARE, Inc., the sub, or perhaps,co-contractor in the Boston RYC has independently developed what appear to be valuable and helpful university ties. Mr. Gerald Wright, the executive director of DARE (and a former director of ABCD's Neighborhood Youth Corps program) has developed an apparently viable relationship with the Community Psychiatry Department of Boston University. At the same time, however, it is also true that ABCD, like most CAP agencies, has not been the recipient of any exceedingly helpful assistance or support from most of the universities that populate the Boston area. Given the nature of the setting, and of the history of relationships that have

set the setting's immediate developmental context, the TRI-RYC, after failing in some of its own attempts to develop a university alliance for the pending Boston RYC, has accepted DARE's offer to secure such a relationship. At the present time, therefore, DARE, Inc. has accepted the responsibility of developing this relationship and is presently in negotiation with Boston, Brandeis, and Harvard Universities.

e. Trenton, New Jersey - Prime Contractor: United Progress, Incorporated
University: None

At the time of this writing the TRI-RYC had neither undertaken nor developed any university-RYC ties for its field-testing center in Trenton, New Jersey. As indicated previously, unless and until such relationships are developed for the Trenton RYC, the TRI-RYC will assume the responsibility for gathering, analyzing, distributing and utilizing all research data bearing on the functioning effectiveness of the Trenton facility.

V: RESULTS

V. Results

There are, at least at the present time, no clear and unambiguous ways of studying the creation of new settings, especially settings as complex, volatile and highly fluid as Residential Youth Centers. Existing techniques and research methodolologies, sophisticated as they may be, do not appear to be applicable to, or helpful for, the study of settings whose development must, of necessity, occur under conditions which mitigate against the careful delineation and absolute control of relevant variables.

The history of the War-On-Poverty in general, and of the development of innovative residential settings in particular, is one of ideas and intentions, not facts and realities. The creation and implementation of the Job Corps program of residential support and training was but the latest example of a program in which the opportunity to study the creation of settings was either discouraged or ignored. In the case of most action programs, especially those of the "experimental" and/or "demonstration" variety, whatever research inputs have been developed have invariably been directed toward the question of assessing the "service effectiveness" of the particular program. No conscientious planning of research inputs has focused attention on the problem of how and under what conditions new settings are brought into existence. The net effect of this state of affairs can be summarized as follows:

1. We know, at least at a gut level, that the degree to which a program achieves its service objectives is directly related to its own "history" and development as a setting.
2. We know that the emphasis on immediate "cost-effectiveness" research is both self-defeating of the goals of most action programs and unrelated to the ongoing needs of developing new knowledge.
3. We know that service assessment criteria would be far more sophisticated and relevant if they were developed out of previously gathered descriptive data.

4. We know that the longer we refuse to study the process by which settings are created, the longer will we be repeating past mistakes and, even worse, the longer will we be perpetuating a mode of thinking that supports the assumption that program planning and program implementation are two unrelated human acts with unrelated service consequences.

As an E & D project the Institute was funded, at least in part, to study the process by which new residential facilities, patterned along the lines of the model developed in New Haven, Connecticut, were brought into existence. In essence, the decision by the Department of Labor (Manpower Administration) to create the TRI-RYC was reflective of a commitment to begin to study the kinds of problems generally ignored or given a low order of priority in the development and implementation of "innovative" programs. In some ways, the prior development of the RYC model, coupled with the need to test its replicability in new and different cities (and with new and different people, agencies and institutions), posed two essentially unanswered but researchable questions:

1. Can the RYC concept (more specifically, the residential model previously developed) be transferred to, and replicated in, other cities with the same degree of success as was the case in New Haven?
2. Can the development of these new centers provide the data by which it becomes possible to isolate (and then evaluate) the variables involved in the establishment of such centers?

It should be made clear, from the very outset, that this Final Report of the TRI-RYC's first year of operation cannot and will not provide any definitive answers to the first question. All we can say is that the Institute succeeded in establishing five new residential facilities on or before the expiration of its

contract. At the time of this writing (September, 1969), two of the 5 new RYCs are operational; the remaining three are expected to be in operation by October 28, 1969. Listed below are the dates on which the five new RYCs either became, or are expected to become, fully operational.

RYC Location	Opening Date
1. Flint, Michigan	September 5, 1969
2. Bridgeport, Connecticut	September 26, 1969
3. Boston, Massachusetts	October 15, 1969
4. Cleveland, Ohio	October 21, 1969
5. Trenton, New Jersey	October 28, 1969

However, whether or not the five new RYCs achieve the "same degree of success as was the case in New Haven" is, at least at the present time, an open and unanswered question. In other words, the "quality" of the new residential facilities--their individual and collective effectiveness in meeting the needs of their target populations--is an issue which will only be answered after sufficient time has elapsed; time during which "service data" can be gathered and systematically analized. One would expect, of course, that the TRI-RYC will be able to gather and analyze this data,and make its findings public, during its second year of operation.

The second question, that of the isolation and evaluation of the variables involved in the development and implementation of new residential support facilities, is indeed, if not completely answerable, at least fully describeable at the present time. In point of fact, one might say (and with virtually complete justification) that the first year of the Institute's functioning was, at least in terms of its research orientation, devoted almost exclusively to the problem of analyzing the

effects of different variables on the ease and rapidity with which the RYC concept could be translated and transferred from New Haven to the five cities targeted for field-testing operations. This part of the Final Report will focus its attention on the explication and summarization of these findings.

A final word of caution! During its first year of operation the Institute was charged with the responsibility of initiating, developing and implementing only five new inner-city residential facilities. In keeping with the RYC model, each facility was to be neighborhood-based, indigenously staffed, and developed within the context of the particular organizational, interpersonal and client-service assumptions defined by the model. The fact that the TRI-RYC was contractually obligated to establish only five such centers was clearly an indication of the degree to which the Department of Labor understood fully both the complexity of the model and the predictable difficulties that would be involved in "selling it" to various individuals, agencies and ongoing manpower training programs. Nevertheless, and from a research point of view, an N of 5 comprises an unusually small sample of the population. It must be pointed out, therefore, that while the results to be reported in this section of the Final Report stand as reported, interpretations of the data must be viewed as tentative until supplemented by additional cases drawn from the same or similar sample populations.

A. Data-Gathering Procedures and Analysis

The results presented in this section of the Final Report were drawn from data of an observational, descriptive and ecological nature. Thus, for example, a Chronology of Events and Interactions was developed for each of the five cities with which the TRI-RYC became involved during the process of initiating new centers. All Institute staff members were instructed to record any and all

interactions between themselves and members of the agency or agencies in the city in which an RYC was being developed. These interactions (whether in the form of phone calls, formal meetings, or field reports) were entered in a separate folder kept for each city. In addition, wherever it was deemed important, members of agencies with whom an RYC was being developed were interviewed or asked to record their own impressions of events. A concerted attempt was made to record, as faithfully and non-judgementally as possible, the history of each RYC from that point in time at which the Institute had its initial contact with the city to the time when the project had been established and was fully operational.[1]

Once the Five City Chronologies were completed, the process of isolating and defining the most relevant dependent variables was begun. In retrospect, this process was a relatively easy one: since the issue of quality of service could not be dealt with (see above), the only remaining variables whose outcomes could be viewed as depending on the impact of other factors were:

1. The speed with which an RYC was brought into being from the time its contract was signed; and
2. The ease with which an RYC was developed and implemented in any given city.

Both of the city dependent variables were subjected to a 5-city rank-order analysis. The rankings were done independently and by a variety of Institute personnel whose own contacts with each of the five cities were different both in terms of intensity, duration and continuity.

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[1]Because of the importance of the Five City Chronologies, they have been included in abbreviated form in the Appendix of this report. All data utilized for subsequent analyses were drawn from these chronologies.

1. Dependent Variables: The first of the two dependent variables chosen for analysis was the rapidity with which each RYC was established. For reasons to be described at a later point in this section of the Final Report, rapidity was defined operationally; that is to say, speed of implementation was defined by the actual date at which each center became fully functional (i.e.,"opened its doors for business"). Moreover, since all five city contracts or grants were signed or approved on the same day (June 1, 1969), no issues of "relative speed" could intrude themselves or contribute to the total variance. The rankings of this particular variable, therefore, were absolute in nature. Listed below are the rankings of each city from earliest or quickest time of implementation (top - 1) to latest or slowest time of implementation (bottom - 5).

Speed of Implementation from Time of Contract

1. Flint, Michigan
2. Bridgeport, Connecticut
3. Boston, Massachusetts
4. Cleveland, Ohio
5. Trenton, New Jersey

The second of the dependent variables chosen for analysis was the perceived ease with which each RYC was established. Unlike the situation with respect to the speed of implementation, the ranking of perceived ease of establishment was both judgemental and subjective in nature. In other words, since no absolute criteria could be employed to determine ease of implementation, each individual had to rank-order the five cities in terms of his own perception of the difficulties and conflicts that accompanied the development of each RYC. Efforts were made, of course, to both define and differentiate between problems that could be expected

(e.g., delays in renovations, delays in the delivery of furniture and equipment) and particular conflicts which were neither predictable nor circumscribed (e.g., continual lack of cooperation by the prime or sub-contractor, repeated instances of intra- and inter-agency conflict). While both types of problems were included in the rank-ordering procedure, the attempt was made to give greater "weight" to the latter. Listed below are the resultant rankings of each city from easiest (top - 1) to most difficult (bottom - 5) process of implementation.

Perceived Ease of Implementation

1. Flint Michigan
2. Trenton, New Jersey
3. Bridgeport, Connecticut
4. Boston, Massachusetts
5. Cleveland, Ohio

2. Data Analysis: The method adopted for analyzing the data from the five field-tested cities was a relatively simple one. Eight different variables were isolated for testing. The variables included such issues as a city's political and racial stability, the number of agencies involved in the development of the particular RYC, the quality of leadership in both the RYC and the prime or sub-contractor, etc. Five of the 8 variables selected for analysis were of the rank-order variety and were, consequently, subjected to the same ranking procedure as the dependent variables described previously. The remaining three variables were of the Yes - No variety (e.g., whether or not the prime contractor was a poverty agency, whether or not an RYC's operating money was assured, etc.), and were analyzed accordingly.

As will become clear in Section B, of this part of the Final Report, the procedure followed in analyzing all data involved:

a) An explication of assumptions

b) The derivation of hypotheses and predictions

c) The discussion and interpretation of results

d) A conclusion based upon the existing data

Once the process of isolating and defining both the dependent and independent variables was completed, and after a procedure had been developed for analyzing the data (see above), each independent variable was subjected to a preliminary correlational analysis. The goal of this analysis was to assess the specific nature of the relationship between any one independent variable and the results, previously obtained, of the rank-ordering of the two dependent variables. The results of this correlational analysis appear in Section B of this part of the Final Report.

Finally, after all the data for the five field-tested cities had been analyzed (i.e., after the relationships between all independent and dependent variables had been assessed) the attempt was made to combine the data for purposes of developing a Predictive Profile for future testing. This profile appears in Section C of this part of the Final Report and is intended to provide the reader with a comprehensive view of what, at least on the basis of existing data, the Institute has determined to be the maximum or necessary and sufficient conditions for success in the development and implementation of new residential support facilities patterned after the RYC model developed in New Haven, Connecticut.

The final sections of this part of the report offer a preliminary discussion of some of the other results of the TRI-RYC's first year of experience. In Section D an analysis is offered of the importance of explicating intra- and inter-agency roles in the development of new RYCs. In Section E the attempt is made to summarize the effects of governmental decisions on the process by which new resi-

dential support facilities are implemented. Finally, in Section F, a description and analysis is offered of one of the most important findings of the Institute's first year of operation: that operations and mechanics, not training and concepts, contribute the greatest variance to the process of developing and establishing innovative residential programs.

B. Variables Affecting the Rapidity and Perceived Ease with Which RYCs Were Established in the Five Cities Targeted for Field-Testing

1. Political and Social Stability

Definition: A city's political and social stability was defined in terms of the existing amount and intensity of inter-agency and inter-group conflict during the period of time when the new RYC was being created. Thus, for example, a city in which the political and racial atmosphere was both fluid and tense (e.g., Cleveland, Ohio where the Mayor was up for re-election and the city had just emerged from a courtroom murder trial of black militants) was considered relatively unstable as compared, for example, with a city in which there appeared to be a relatively high degree of inter-group cooperation (e.g., Flint, Michigan).

It must be pointed out that the variable concerning political and social stability is an essentially conservative index. For cities in which the problems of social and economic decay have congealed into a stable downward spiral of deterioration (e.g., Bridgeport; Trenton), the political situation is regarded as relatively stable. Cities which have begun the massive struggle necessary to break out of that spiral (e.g., Cleveland and Boston) must be viewed as politically unstable.[1]

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[1]One member of the research team objected strenuously to the inclusion of this independent variable as defined above. He feels that the conservative bias of this variable is directly antagonistic to the intention of promoting significant social change, an intention central to the concept of the Residential Youth Center.

Assumption: There is a direct relationship between a city's political and social stability and the rapidity and perceived ease with which an RYC is established. In other words, the greater a city's political and social stability the faster and easier will it be to develop the new RYC. Conversely, the greater a city's political and social instability the slower and harder will it be to develop the new facility.

Table I

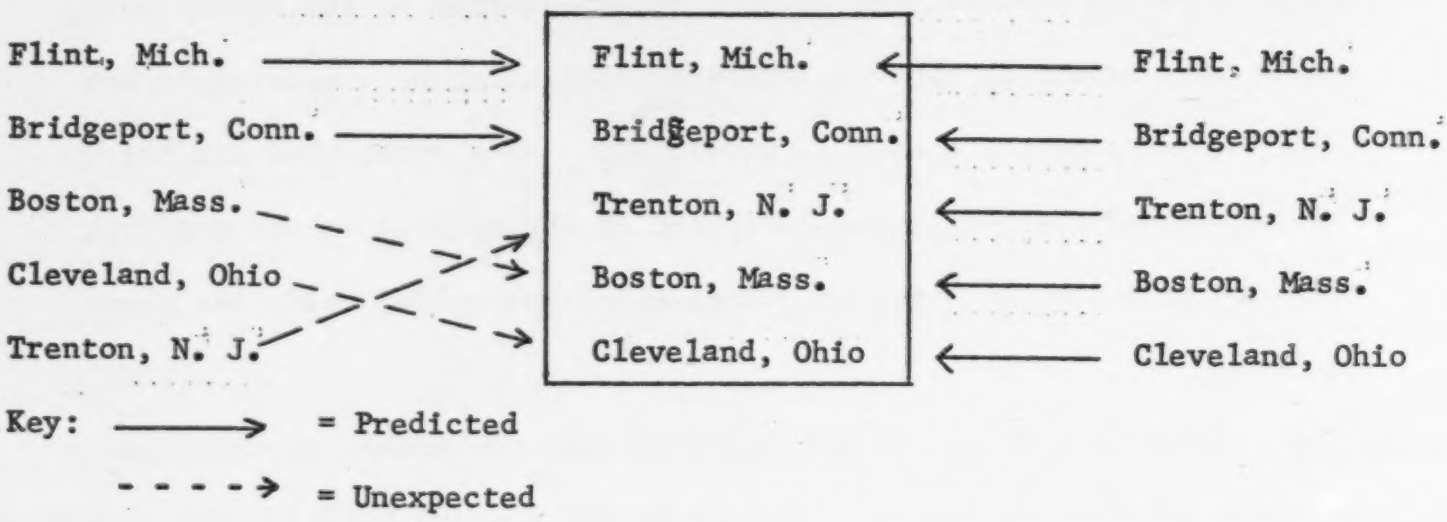
Rank-Order Analysis of the
Political and Social Stability of
the Five Field-Tested Cities

Level of Stability		City
Most stable	I	Flint, Michigan
	II	Bridgeport, Connecticut
	III	Trenton, New Jersey
	IV	Boston, Massachusetts
Least stable	V	Cleveland, Ohio

Hypotheses and Predictions: With respect to both speed and perceived ease of implementation there should be a direct and positive correlation between a particular city and its level of political and social stability.

Results:

Figure 1: Comparisons of the City's Political and Social Stability and the Speed and Perceived Ease of RYC Development



Interpretation: In 70% of all cases, there appears to be a perfect correlation between the predictions (for both speed and ease) and the results. The predictions are perfect (1.0) for the variable of ease. With respect to speed, while the predictions are imperfect (.40), the discrepancies between predicted outcomes and actual results are quite small (e.g. no resultant shift exceeds two rank-orders).

Conclusion: There is a high correlation between a city's political and social stability and the speed and perceived ease of RYC development and implementation.

2. The Number of Agencies Directly Involved in an RYC's Operation and/or Decision-Making Process

Definition: An agency is "directly involved" in an RYC's operation and/or decision-making process when it or a representative of the agency must, either as a matter of course, policy or tradition, be consulted on any or all aspects of the center's functioning. More often than not this "consultation" must occur regularly and is accompanied by the explicit understanding that in cases of disagreement the agency holds the power of veto.[33]

Assumption: There is a direct relationship between the number of agencies directly involved in the operation of an RYC and the rapidity and perceived ease with which it is established. In other words, because multiple agency involvements invariably present problems of coordination, the greater the number of agencies "directly involved" the slower and harder will it be to develop the new facility. Conversely, the fewer the number of agencies "directly involved" in an RYC's day-to-day operation the faster and easier will it be to develop the center.

Table II

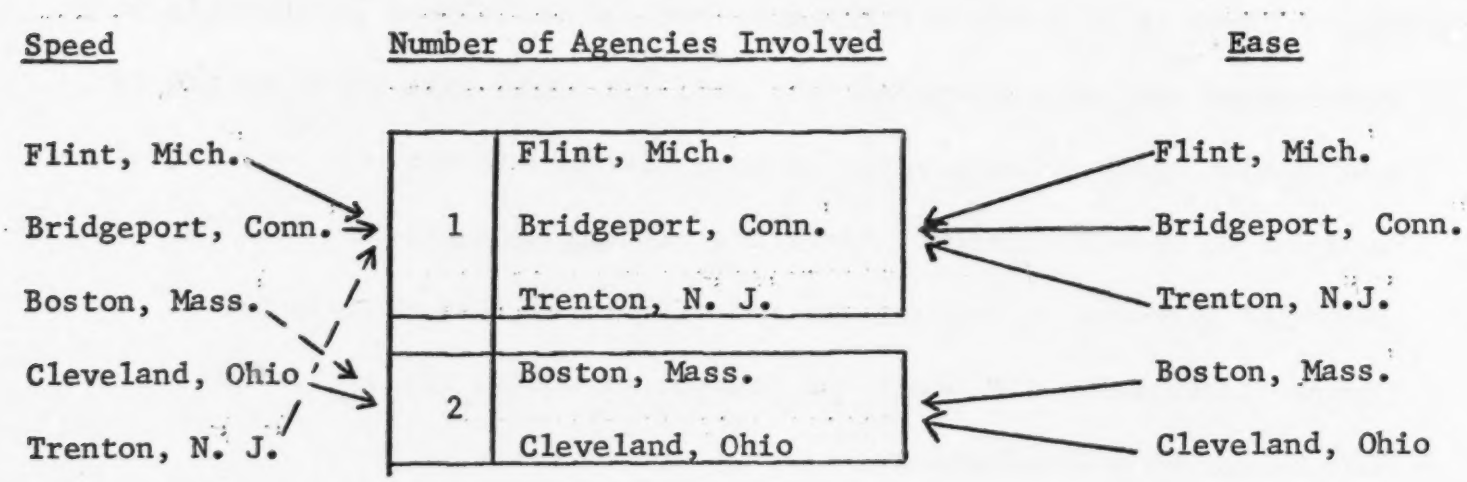
Groupings of the Number of Agencies Directly Involved in the Operation of the Five Field-Tested RYCs

# Agencies	City	Agency Name or Names
1	Flint, Michigan	Genesee C.C.M.H.B.
	Bridgeport, Conn.	Action for Bridgeport Com. Development
	Trenton, N. J.	United Progress, Inc.
2	Boston, Mass.	Action for Boston Com. Development DARE, Inc.
	Cleveland, Ohio	City of Cleveland AIM-JOBS

Hypotheses and Predictions: Those cities with only one agency directly involved in the RYC's operation (e.g. , Flint, Bridgeport, Trenton) will open more quickly and easily than those cities (e.g. Boston, Cleveland) with more than one agency involved.

Results:

Figure 2: Comparison of the Number of Agencies Involved in an RYC's Development and the Speed and Perceived Ease of Development



Key: ——→ = Predicted

- - - - → = Unexpected

Interpretation: In 80% of all cases, there is a perfect correlation between the predictions (for both speed and ease) and the results. The predictions are perfect (1.0) for the variable of ease. With respect to speed, while the predictions are less than perfect (.60), they are relatively high.

Conclusions: There is a high correlation between the number of agencies involved in an RYC's development and the speed and ease with which that development takes. The more agencies involved, the more difficult the development; the less agencies involved, the quicker and easier it becomes to initiate the new facility.

3. The Number of Sources of Money

Definition: A "source of money" is defined as any agency or individual who provides the RYC with the financial resources (money or in-kind services) required to develop and operate the program. RYCs typically receive their funds from any or all of the following sources: 1) the Federal Government; 2) State institutions; and 3) private agencies and/or individuals.

Assumption: There is a direct relationship between the number of agencies from whom monies must be derived and the ease and speed with which an RYC is developed. Again, when greater numbers of agencies must be coordinated in order to obtain necessary operating capital, the greater are the potential problems of cooperation and definition (and expectancy) of input. Conversely, the fewer the sources of money, the easier and faster the RYC's development.

Table III

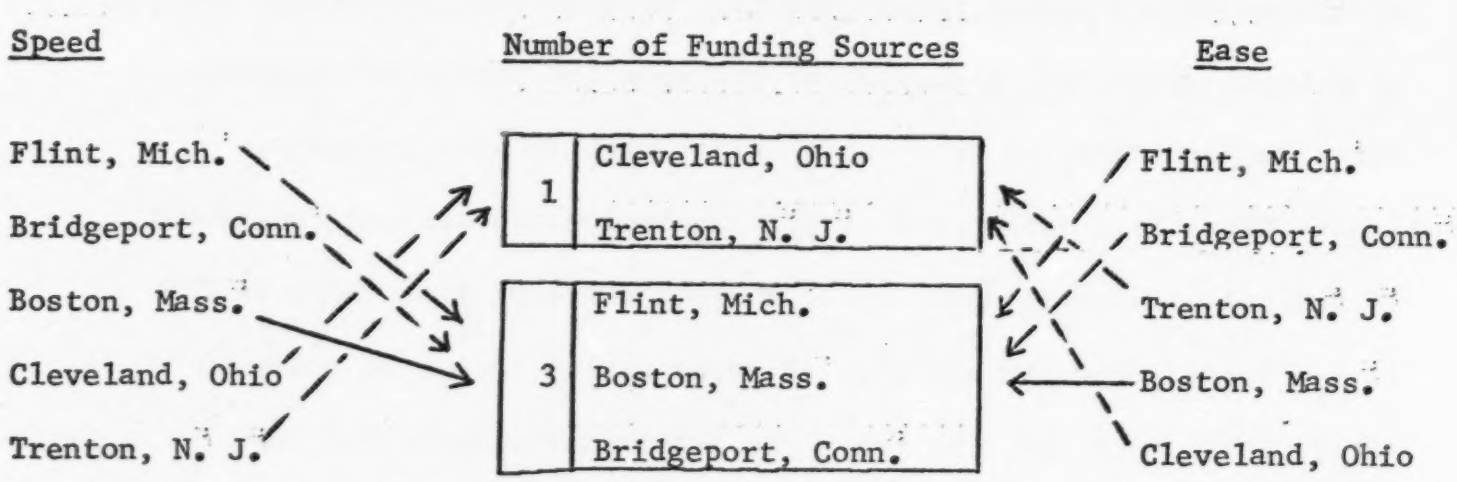
Groupings of the Number of Money Sources
Required to Develop Each
of the Five New RYCs

# Money Sources	City	Source or Sources of Money
1	Cleveland, Ohio	Federal Government (CEP)
	Trenton, N. J.	Federal Government (CEP)
3	Flint, Mich.	Federal Government (DOL) State Government (Model Cities) Local (GCCMHB)
	Boston, Mass.	Federal Government (DOL) State Government (Youth Serv. Board) Local (DARE, Inc.)
	Bridgeport, Conn.	Federal Government (DOL) State Government (Dept. of Corrections) Local (individual contributions)

Hypotheses and Predictions: Those cities with "sole source" monies (e.g. Cleveland and Trenton) will open more quickly and easily than those cities (e.g. Flint, Boston and Bridgeport) with multiple sources of funding.

Results:

Figure 3: Comparison of the Number of Sources of Funds and the Speed and Ease with Which Each New RYC Developed



Key: ——→ = Predicted

- - - -→ = Unexpected

Interpretation: In only 20% of the cases is there a correlation between the predictions and the results--only one city (Boston, Mass.) accounts for those results. The hypotheses are disconfirmed (for both speed and ease) in 80% of all cases (i.e., cities predicted to open more slowly and with greater problems actually open more quickly and with less difficulty).

Conclusion: There is a very low correlation (if, indeed, any at all) between the number of resources of money and the speed and ease with which an RYC is developed. Sole source funding is negatively related to greater speed and ease of program development.

4. The Assurance of Money

Definition: "Assured money" is money an agency feels it can "count on" as both stable and predictable over a given (and agreed upon) period of time. Federal monies, for example, are perceived as possessing a high degree of assurance once legal contracts have been drawn between an agency and the federal government. Individual or local monies (pledges of financial or in-kind contributions), because they are rarely binding in a legal sense, are perceived as having a low degree of assurance. State monies appear to fall somewhere between the two extremes.

Assumption: There is a direct and positive relationship between the amount of federal or assured money and the speed and ease with which an RYC is developed. Put another way, the greater the amount of money an agency can "count on", the freer (at least psychologically) the agency is to "get on with the task" of developing the center. Conversely, the more "soft money" an agency has to work with, the longer and harder the process of initiating the new RYC.

Table IV:

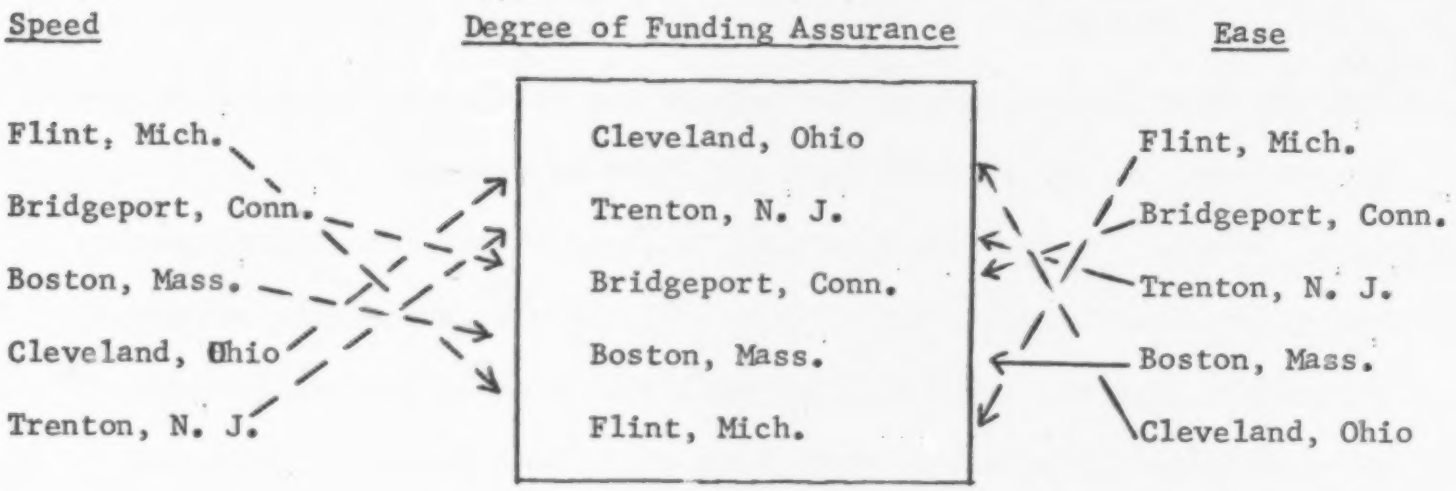
Rank-Ordering of the Five Field-Tested Cities by Amount of Federally Assured One-Year Monies

Rank-Order	Cities 1		2		3		4		5		
Sources of Money	Cleveland, Ohio		Trenton, N.J.		Bridgeport, Conn.		Boston, Mass.		Flint, Mich.		Funding Totals
Amount and %	Amt.	%	Amt.	%	Amt.	%	Amt.	%	Amt.	%	
Federal	147,495	100	147,495	100	42,821	34	43,718	33	16,010	15	397,539
State	0	0	0	0	40,000	32	37,440	29	39,000	37	116,440
Local	0	0	0	0	42,069	34	47,787	38	47,885	48	137,741
Totals	147,495	100	147,495	100	124,890	100	128,945	100	102,895	100	651,720

Hypotheses and Predictions: Those cities with the greatest amount of federally-assured one-year monies (e.g., Cleveland, Ohio and Trenton, N. J.) will open more quickly and easily than those cities (e.g., Bridgeport, Conn.; Boston, Mass.; and Flint, Michigan) in which the developing RYCs must rely on "softer" (ie., State and/or local) sources of funding.

Results:

Figure 4: Comparison of Degree of Funding Assurance and the Speed and Ease with Which Each New RYC Developed



Key: ——→ = Predicted

- - - - - - - → = Unexpected

Interpretation: In only 10% of the cases is there a positive correlation between the predictions and the results (e.g. Boston, Mass.) The hypothesis are disconfirmed (for both speed and ease) in 90% of the cases (i.e., cities predicted to open more slowly and with greater problems actually open more quickly and with less difficulties). The reverse is also the case (i.e., cities predicted to open more quickly and with fewer problems actually open more slowly and with greater difficulties).

Conclusion: There is no correlation (indeed, there appears to be a strong negative correlation) between the "solidity" of funds and the speed and ease with which centers open. Quite to the contrary, "hard money" appears to retard and make more difficult the initiation of new RYCs.

5. Self-Referral vs. Prior City Selection

Definition: During its first year of operation, the TRI-RYC developed centers with cities whose involvement with the Institute was either due to self-referral or prior selection in Washington. Self-referral refers to a city which approaches and seeks to involve itself with the TRI-RYC both voluntarily and without any guarantee of any subsequent relationship. Prior selection refers to a city whose involvement with the Institute is either suggested by or developed in Washington, and whose expectation is that the Institute's behavior (as well as the ensuing relationship between the city and the TRI-RYC) has been similarly determined.

Assumption: Voluntary associations between independent and autonomous agencies tend to be closer, fuller and more mutually helpful than relationships prompted by powerful third parties under the aegis of available monies. One would expect, therefore, that there would be a direct relationship between the process by which a city developed a relationship with the TRI-RYC and the speed and ease with which its RYC was developed.

Table V:

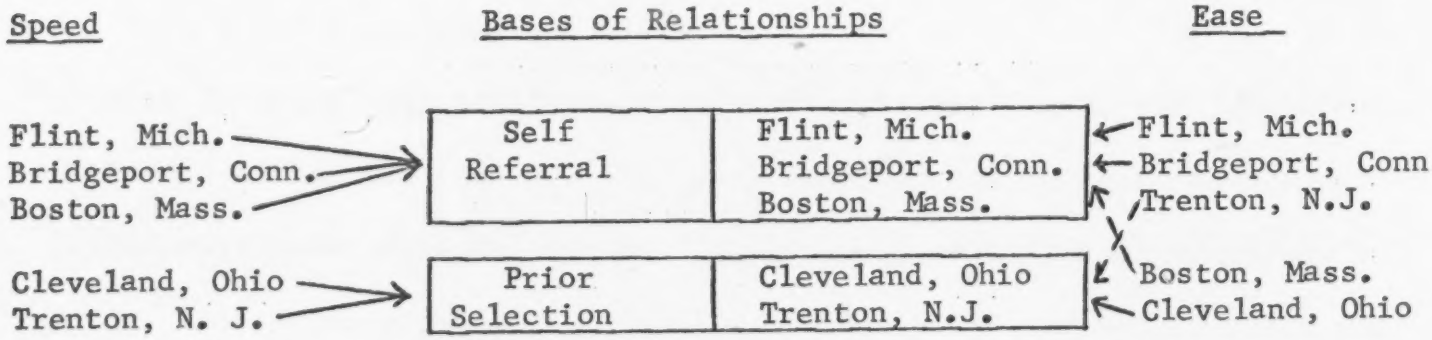
Groupings of the Five Field-Tested Cities
in Terms of the Basis of Their
Relationship with the TRI-RYC

Basis of Relationship	City
Self-Referral	Flint, Michigan Bridgeport, Connecticut Boston, Massachusetts
Prior Selection	Cleveland, Ohio Trenton, New Jersey

Hypotheses and Predictions: Self-referred cities (e.g. Flint, Mich.; Bridgeport, Connecticut; and Boston, Massachusetts) will open RYCs more quickly and easily than cities (e.g. Cleveland, Ohio and Trenton, New Jersey) whose affiliation with the Institute was based upon prior selection by a third party.

Results:

Figure 5: Comparison of the Bases of Relationships Between the Five Field-Tested Cities and the TRI-RYC and the Speed and Ease with which Their Centers Developed



Key: ——→ = Predicted
- - - - - - → = Unexpected

Interpretation: In 80% of all cases, there is a perfect correlation between the predictions and the results. The predictions are perfect (1.0) for the variable of speed. With respect to perceived ease of implementation, while the predictions are less than perfect (.60), they are relatively high and involve only two category cross-overs.

Conclusion: There is a high correlation between the basis for (or the process by which) a relationship between the TRI-RYC and a field-testing city and the speed and ease with which that city's RYC was developed. Self-referred cities initiate RYC more quickly and with less difficulty than cities defined as "prior selected".

6. Relative Prime Contractor Experience with Problems of Poverty and Community Action

Definition: An agency's experience with problems of poverty and community action refers to an agency's definition of its functions and its public posture viz a viz the development and delivery of service for disadvantaged populations. Federally funded community action and/or concentrated employment programs, therefore, must be presumed to be experienced in the practices and policies related to the goals of the War-On-Poverty.

Assumption: The birth of the War-On-Poverty was in large measure predicated on the belief that existing orientations toward and services for the poor were either inappropriate or ineffective in breaking the "cycle of poverty" anti-poverty agencies and programs (e.g. CAP and CEP) has had as one of its goals the accumulation of knowledge and skills which, when translated into specific projects (e.g. RYCs), will prove more relevant to and understanding of the problems experienced by the poor. With respect to the development of new innovative residential support facilities, therefore, it is assumed that such facilities will be developed more quickly and easily by "poverty" programs than by agencies with little or no previous experience in the area of community action and the provision of services for the poor.

Table VI:

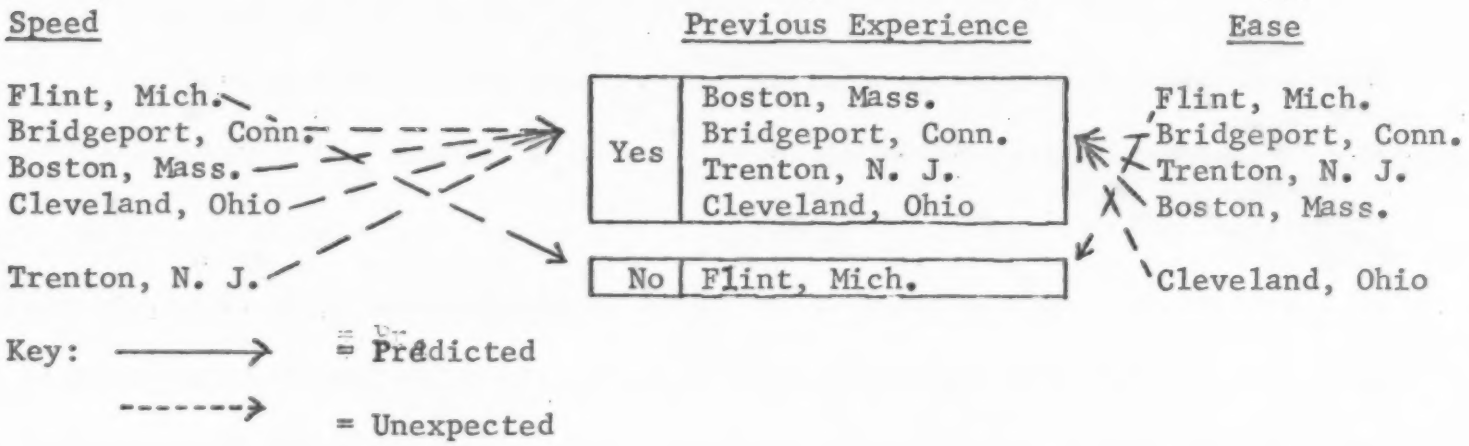
Groupings of the Five Field-Tested Cities
in Terms of the Prime Contractor's Experience
with Problem of Poverty

Existence of Previous Experience	Agency	City
Yes	Action for Boston Community Development	Boston, Mass.
	Action for Bridgeport Community Development	Bridgeport, Conn.
	United Progress, Inc.	Trenton, N. J.
	City of Cleveland	Cleveland, Ohio
No	Genesee County Community Mental Health Board	Flint, Mich.

Hypotheses and Predictions: Cities with previous experience in problems of poverty and community action will develop RYCs more quickly and easily than those (e.g. Flint, Mich.) with little or no such previous experience.

Results:

Figure 6: Comparison of the Relationship Between Previous "Poverty" Experience and the Speed and Ease with which the Five Field-Tested Cities Developed Their RYCs



Interpretation: Only one of the 5 field-tested cities (Flint, Michigan) had no previous or explicit experience with problems of poverty and/or community action. Nevertheless, it was the city whose agency (the Genesee County Community Mental Health Board) succeeded in developing an RYC in the briefest period of time and with least number of problems. Although all of the other cities in which RYCs were developed were represented by "poverty" agencies, none developed their facilities faster than Flint, Michigan, or with less problems. And, finally, the difference (both in speed and ease) between the "Flint experience" and that of its closest "competitor" (Bridgeport, Connecticut) was significant.

Conclusion: The data suggest no positive relationship between whether or not an agency has had previous experience with problems of poverty and that agency's ability to develop an RYC quickly and easily.

7. Ability and Competence of RYC Leaders (Directors and Deputy Directors)

Definition: Ability and competence of RYC leaders was defined with respect to two criteria. The first was the individual's understanding of and commitment to the concepts underlying the RYC model. This judgement was made on the basis of the RYC leader's performance in New Haven, Connecticut, and his subsequent behavior with his own staff in the home city. The second criteria referred to the leader's manifest ability to handle the operational problems inherent in the process by which a new RYC is implemented.

Assumption: It is generally assumed that a program's success and effectiveness is intimately related to the individual and collective competence (and creativity) of its leaders. With respect to problems of development, therefore, it must follow that since the period of time covering the creation of a new setting constitutes that setting's most difficult days, that the problems defining that period of time will be dealt with most quickly, easily and effectively by the setting possessing the most competent and creative leadership.

Table VII:

Rank-Ordering of RYC Leaders in Terms of Ability and Competence*
(Level I = "Most"; Level V = "Least")

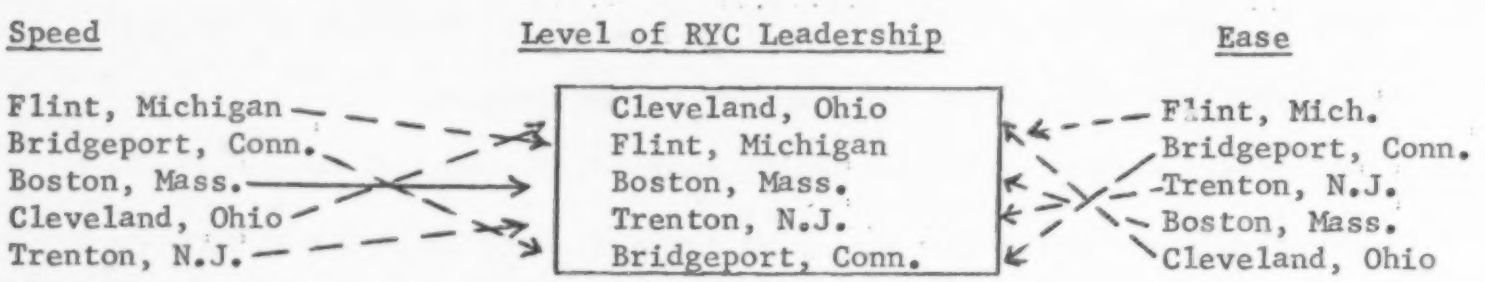
Level of Ability and Competence	RYC Leader-Teams
I	Cleveland, Ohio
II	Flint, Michigan
III	Boston, Mass.
IV	Trenton, N.J.
V	Bridgeport, Conn.

*It should be pointed out that all of the RYC leaders (Directors and Deputy Directors) were selected from a much larger number of applicants. We feel, therefore, that they are all highly competent people. The rank-ordering, therefore, should be viewed as comparative not absolute in nature.

Hypotheses and Predictions: With respect to both speed and perceived ease of implementation there should be a direct and positive correlation between a particular city and the level of ability and competence of its RYC leadership.

Results:

Figure 7: Comparison of Level of RYC Leadership and the Speed and Ease of RYC Development



Key: ——→ = Predicted

------→ = Unexpected

Interpretation: In only 10% of the cases is there a correlation in the predicted direction (Boston -- Speed). In 90% of the cases the results are contrary, almost antithetical, to the predictions. In other words, where one predicted great speed and ease of development, one finds that the RYC developed relatively slowly and with great difficulty (e.g. Cleveland, Ohio). By and large, the picture is one that disconfirms almost all of the hypotheses.

Conclusion: There is no relationship between the ability and competence of an RYC's Leader-Team and the speed and ease with which their residential facility is developed and/or implemented.

8. Quality of Prime or Subcontractor Input

Definition: The "quality of a prime or subcontractor's input" is defined in terms of the degree of active commitment to, and support for, the developing RYC. The quality of input is gauged by the prime or sub-contractor's public behaviors and decisions, and the consequences of these behaviors and decisions for the speed and ease with which the new residential facility is established. Finally, input is judged on the basis of whether or not the prime or subcontractor fulfills or attempts to fulfill his contractual obligations to the program.

Assumption: There is a direct relationship between the quality of a prime or sub-contractor's input and the speed and ease with which a new RYC is established. The higher the quality of input, the greater the efficacy of the process of facility-implementation. Conversely, the poorer the quality of input, the lower the level of developmental efficiency.

Table VIII:

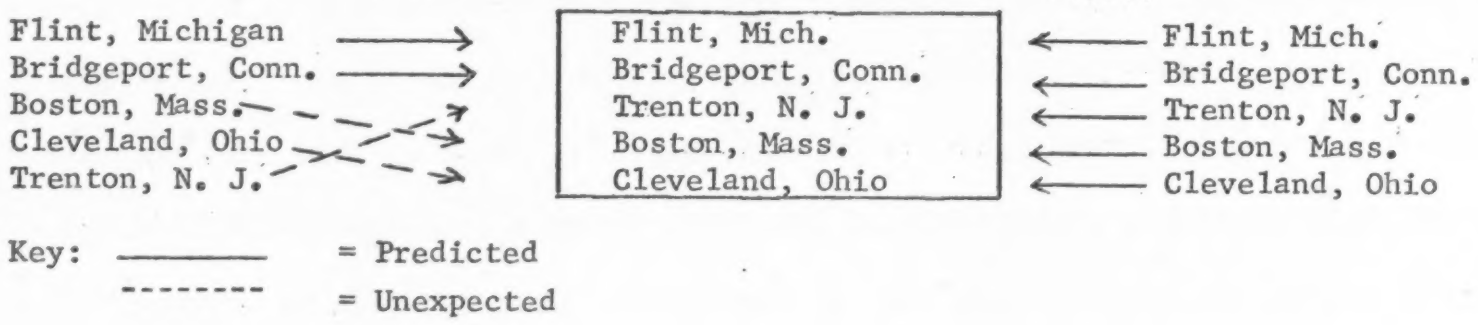
Rank-Order Analysis of the Quality of Prime
or Sub-Contractor Input in the
Five Field-Tested Cities
(Level I = Highest; Level V = Lowest)

Quality of Contractor Input	City
I	Flint, Mich.
II	Bridgeport, Conn.
III	Trenton, N. J.
IV	Boston, Mass.
V	Cleveland, Ohio

Hypotheses and Predictions: With respect to both speed and perceived ease of implementation there should be a direct and positive correlation between a particular city's RYC development and the quality of input of the prime or subcontractor.

Results:

Figure 8: Comparison of Quality of Prime or Sub-Contractor's Input and the Speed and Ease of RYC Implementation in the Five Field-Tested Cities



Interpretation: In 70% of all cases, there is a perfect correlation between predictions (for both speed and ease)and results. The predictions are perfect (1.0) for the variable of ease. With respect to speed, while the predictions are imperfect (.40), the discrepancies between predicted outcomes and actual results are quite small (e.g. no resultant shift exceeds two rank-orders).

Conclusion: There is a high correlation between the quality of a city's prime or sub-contractor input and the speed and perceived ease of RYC development and implementation.

9. The Variable of Time: Additional Observations and Analysis

All data and results presented thus far have taken as their common point of departure the period of time from the date of RYC contract-signing to the date of center-opening. Clearly, however, the problem of interpreting both the results and the interaction of variables, particularly with respect to the "time criterion", is far more complex than appears to be the case. In point of fact, any thorough-going analysis of the results of the TRI-RYC's first year of operation would be highly incomplete (even misleading) if the attempt were not made to further specify and analyze the meaning of time with respect to the opening of each of the five field-tested cities. It is the intent of this section of the Final Report to initiate that analysis.

To begin with, it should be made clear that the problem of time is a three-dimensional issue with the period between the signing of an RYC contract and the opening of a facility comprising only one of those dimensions. The other two dimensions influencing the course and sequence of events during the TRI-RYC's first year of operation included: (1) the period of time during which the Institute developed relationships with prospective RYC cities prior to the date the TRI-RYC was funded; and (2) the period of time, prior to the signing of a city's contract but after the formal activation of the Institute, when efforts were directed toward the development of a formal RYC proposal. In essence, then, the problem of time (and the definition of relevant time criteria for subsequent data analyses) is a highly complex issue, one which could yield extremely varied interpretations depending upon whether one adopts multiple criteria or relies on single-dimension definitions of the variable of time.

In Table IX (see below) we have summarized the four relevant dates in an RYC's development. As can be seen, the Institute's length of contact with the field-tested cities was anything but uniform. In two instances (Bridgeport, Connecticut

and Flint, Michigan) the relationship between the TRI-RYC and a city which would eventually develop a facility was established long before the TRI-RYC ever assumed the status of a formal organization. In other instances (Boston, Massachusetts; Cleveland, Ohio; and Trenton, New Jersey) there were similar differences in the absolute amount of city-Institute contact, even after the time of TRI-RYC activation.

Table IX:

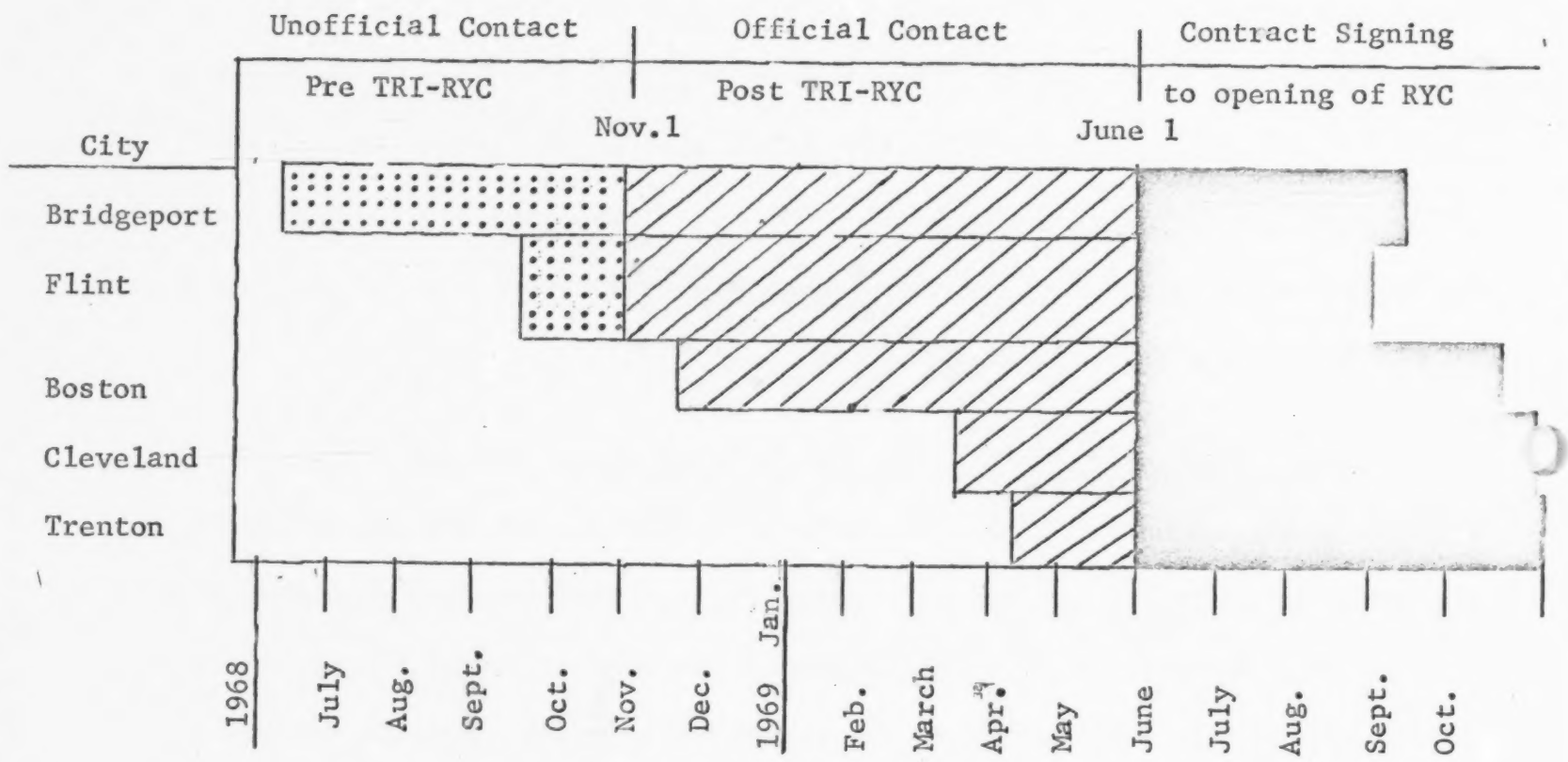
Actual Dates, Contact Points and Periods of Time
Spent with Each of the Five Field-Tested
Cities in the Process of Developing RYCs

City	1st Unofficial Contact (pre TRI-RYC)	1st Official Contact	Funding Date	Opening Date	Total Number of Days
Bridgeport, Conn.	July 1, 1968	Nov. 1, 1968	June 1, 1969	Sept. 26, 1969	392
Flint, Mich.	Oct. 1, 1968	Dec. 18, 1968	June 1, 1969	Sept. 5, 1969	346
Boston, Mass.	---	Nov. 21, 1968	June 1, 1969	Oct. 15, 1969	329
Cleveland, Ohio	---	March 20, 1969	June 1, 1969	Oct. 21, 1969	215
Trenton, New Jersey	---	April 11, 1969	June 1, 1969	Oct. 28, 1969	201

A second aspect of the dimension of time, one perhaps even more important than the issue of absolute amount of time, has to do with the nature or focus (the content) of time spent between the Institute and the cities selected for field-testing of the RYC concept. For example, time spent with a city prior to TRI-RYC activation is likely to be very different, both in structure and content, than time spent with that same city during the period of RYC tooling-up. Relationship building, the exploration of common interests and concerns, the development of binding sentiments and values--things which never show up on activation schedules but which may very well determine the course of future events --are "luxuries" which can be indulged when there is little or no contractual pressure. Finally, and related to the above, is the fact that each of the different periods of time comprising the development of an RYC is usually filled with activities which both build upon previous experiences and inevitably lead to succeeding stages in the facility's developmental process.

Summary and Interpretation of Time-Related Data: Figure 9 (see below) is a graph of the amount of time spent with each city in the process of developing its RYC. In addition, however, the graph further defines this absolute amount of time with respect to the specific period and content during which this time fell. Adding this information to the results previously recorded in this section of the Final Report yields the following interpretation of the relationship between the absolute and relative amount of time spent with a particular city and the speed with which that city's residential facility was developed and implemented:

Figure 9: Amount and Focus of Time Spent with Each of the Five Field-Tested Cities in the Development of RYCs



Key:

= Contact prior to the time the TRI-RYC was funded (Nov. 1968)

= Contact from TRI-RYC funding date to contract signing (June 1969)

= Contact from contract signing (June, 1969) to RYC opening.

a) There is little doubt that the cities to open most "quickly" (e.g., Flint, Michigan, and Bridgeport, Connecticut) were also the same cities with whom the most absolute time was spent in preparation.

b) On an overall and comparative basis the CEP cities (Cleveland, Ohio and Trenton, N. J.) opened the most quickly.

c) There is a perfect correlation between whether or not a city's RYC monies are assured and the absolute amount of time spent with that city. In other words, where monies must be developed (e.g., as was the case in Flint, Michigan; Bridgeport, Connecticut; and Boston, Massachusetts) more time is spent working with the city.

d) The more time spent working with a city (even when that work is directed toward raising monies) during the pre-RYC contract period of time, the better the relationships between the Institute and that city's agencies.

e) Where monies are assured there tend to be less pre-contractual problems but greater post-contractual problems.

f) The greater the period of time spent with a city, the more varied, complex and far-reaching the interactions with that city.

g) The more extensive and intimate the pre-contractual relationship between the TRI-RYC and a city, the quicker that city's post-contractual implementation of its RYC.

C. Summary of Results: The Profile of a "Perfect" (and Mythical) City

It would be little short of the truth to state that while many of the results reported in Section B of this Final Report were expected, some were not and a few were almost "upsetting" in nature. What we know (and what we knew long before any of the reported results had been analyzed) is that the creation of settings, especially settings as innovative (hopefully) and multi-dimensional as residential youth centers, is a problem that is as complex as it is unstudied. We also know, perhaps better now than ever before, that the problems involved in establishing new RYCs cannot be studied in the laboratory: only by field=testing existing models does it become possible, even on a preliminary basis, to begin to isolate and describe some of the perhaps countless variables involved.

One of the problems inherent in "action" research, especially research that is undertaken in the context of understanding and influencing national priorities and the spending of Federal monies, is the mandate to accelerate the process by which basic and often preliminary data are translated into actions (or policies) whose effects are bound to be wide-ranging. This problem was keenly felt by the TRI-RYC research staff in the preparation of this Final Report. We urge, therefore, that this section of the report be read with caution, accepted as a highly preliminary and tentative statement of the situation as it currently exists, and interpreted as one always interprets "pilot data".

As indicated above, while many of the results reported in this Final Report were "expected", some were not. It is the ultimate goal of the Institute to continue its explatory investigations; that is to say, to proceed with the process of developing new RYC facilities and to use the experiences derived therein to further refine and explicate our understanding both of the RYC model and the problems involved in replicating that model in different communities. On the basis of the data gathered to this point, however, it is possible to present a tentative profile of the conditions that facilitate the process of creating RYCs. Summarized below is a "profile" which attempts to interrelate some of the variables already studied. Its purpose is to provide the reader with a more systematic understanding of the conditions which facilitate the development of new residential facilities with specific reference to speed and ease of implementation.

Summary Profile

I. RYCs develop most quickly and easily in cities characterized by relatively stable political and social conditions. Interestingly enough, there is a high correlation between the quality of an action agency's commitment to, and support for, the RYC model and the

general political and social atmosphere of the city. The definition of stability utilized may be viewed, however, as antithetical to the goals of social change.

II. RYCs develop most quickly and easily in cities in which there is a single contractor. Whether or not that contractor need necessarily be an agency with a history of experience in the field of poverty is an open question. Our own feeling is that prior agency experience in the War-On-Poverty may be as much a hindrance as a help.

III. RYCs develop most quickly and easily with agencies that are self-referred rather than those "prompted" or motivated by Federal money sources explicitly made available for that purpose. More and "better" time is spent with self-referred agencies than with those whose expectations are initially "funding" rather than "program" oriented.

IV. While it is somewhat easier to develop RYCs when funds are assured, it does not follow that the availability of funds guarantees speed of implementation. Indeed, there is data to suggest that when an agency must, at least in part, develop its own funding resources, its commitment to the RYC is both greater and usually manifested by better input and ongoing support.

V. RYCs develop most quickly and easily with agencies with whom much time has been spent exploring issues such as values, service orientations, traditions and the broader implications of the program. In short, if money is assured in a way that enables the Institute and an agency to pursue relationship building activities, the prospects are quite good, especially if only one agency is involved with the TRI-RYC.

VI. Most surprisingly, the quality and competence of RYC leaders has little to do with the speed and ease with which an RYC develops.[33] What <u>does</u> make a difference is the quality of commitment on the part of the contractor. With low contractor commitment, even the best of RYC leader-teams fail to initiate their centers quickly and easily. With high contractor commitment, however, creative RYC leader-teams can make all the difference in the world.

D. The Importance of Explicating Participant Roles and Responsibilities

One of the most striking results of the first year of the Institute's operation was the discovery of just how difficult it is to develop real, meaningful and coordinated (and non-contradictory) inputs among the various agencies usually involved in the development of a new facility. This should not be taken to mean that the Institute was totally naive as to the problems inherent in any attempt to mobilize the resources of agencies which, while interested in seeing the RYC develop, have unique and often idiosyncratic histories and conceptions of the definition of "cooperation". What we mean is that only after having experienced the particular conflicts that define the working relationships between agencies has it become possible to detail the structure and content of such conflicts.

Despite protestations to the contrary, most agencies and individuals feel most secure when provided with a concrete(and often rigid) structure within which to operate. Most agencies have a low threshold of tolerance for ambiguity, and this threshold is further lowered by the particular nature of the RYC model (i.e., the model is predicated on such concepts as "the creative generalist", the overlapping of responsibilities and the interchangeability of roles). Conflict is guaranteed whenever agencies, which themselves tend toward security-oriented modes of functioning, are confronted with a program whose entire ethos is different if not totally alien to this pattern of thinking. However, since, as indicated above, agencies tend to "want" specific structure, the Institute found it necessary to make very explicit the particular roles and responsibilities to be exercised by the three primary "agencies" involved in the development of the new RYC. Because of the need to explicate agency inputs, the TRI-RYC developed a set of Guidelines during its first year of operations. These guidelines, and the rationales for developing them, were sent to all prime and sub-contractors in

the five field-tested cities. Because of their importance, especially in terms of future planning, they are included in this section of the Final Report.

Guidelines for Roles and Responsibilities

The Residential Youth Center has been funded as a support service to enrollees who are either presently or potentially enrolled in the overall spectrum of manpower training programs currently administered through CAP or CEP programs. The Department of Labor and CEP, after considerable discussion and review, have agreed that the successful implementation of RYCs depends on a clear and agreed-upon understanding both of the RYC as a program and the decision-making roles and responsibilities of those agencies and individuals involved in its development. The following pages are intended to provide all agencies and individuals with a further description of the program as it relates to the inputs of all those who will be connected with its development. In summary, the intent of this manual is to describe why the RYC is unique and must be treated differently than other programs and how this uniqueness has been translated into specific roles and responsibilities.

Why the RYC is Unique and Cannot Be Treated by CEP or CAP Agencies in Ways Similar to the Manner in Which Other Component Programs Are Treated

1. The RYC is a 24-hour-a-day, 7-day-a-week operation. This means that its staff will be subjected to demands and pressures unlike those affecting staff members of other programs.

2. Because the RYC is a 24-hour-a-day operation it must be able to make decisions "on-the-spot" in response to crises and problems that will occur at any time of the day or night.

3. The RYC has developed a highly individualized approach to enrollees who have been termed "special problems". Its enrollees are "high risk" youth and require a degree of personal commitment and involvement over and above what is normally given in other component programs. The RYC, therefore, must have a maximum flexibility in terms of its procedures of working with youth.

4. Because the RYC is imbedded in the community it must deal with agencies independently on matters involving its clients and their families. This "advocacy" function of the RYC demands a great deal of freedom and latitude of movement.

The RYC is Still Experimental

As a concept of service the RYC is still in its experimental stage. For purposes of administration this means that:

1. The RYC needs the time and freedom to work out its problems both in the community and with respect to the clients it serves.

2. In recognition of the particular and special problems that the RYC must contend with, the Training and Research Institute for Residential Youth Centers has been funded to assist all RYCs in working out these problems during the Center's first year of operation. Because the TRI-RYC is staffed by people with experience and training in problems relating to RYCs, the Institute and its particular field trainer are viewed as the most appropriate source of on-going technical assistance and support.

Table of Guidelines for Roles and Responsibilities

RYC Operation	Funding Source	Prime Sponsor and/or Subcontractor	Project Staff	TRI-RYC Institute	MAR
1. Selection and hiring of Director & Deputy		X		(X)	(X)
2. Neighborhood Involvement		X	X	X	
3. Agency Referrals			X	X	
4. Training				X	
5. Site Selection and Leasing	X[1]	X	X	X	
6. Physical Rehabilitation		X[2]	X	(X)	
7. Establishment of Wage Rates for Job Titles Unique to Project			X		
8. Other Staff Hiring & Firing			X		
9. Payroll & Fringes		X			
10. Staff Scheduling			X		
11. Purchasing Under $300			X		
12. Purchasing Over $300	X	X			
13. Recruitment of Enrollees		X	X		
14. Enrollee Discipline			X		
15. Research			X	X	
16. Evaluation	X			X	(X)
17. Refunding	X	X	(X)	(X)	X

Key: X = Where a single X occurs this means that the individual or agency so designated has the sole and prime responsibility.

XXX = Where two or more X's occur in a line, it means that the individual or agencies involved share in that particular operational responsibility.

X(X) = Where X and (X) occur in the same operation, it means that while the prime responsibility lies with the X, that prime responsibility will not be exercised prior to consultation with the (X).

---

[1]Leasing only

[2]Sign off on contract

Above Table of Guidelines Summarized
for Each Agency or Individual Involved

I. Prime Sponsor and/or Subcontractor

A. Sole or Major Responsibility

1. Selection of Director and Deputy after consultation
2. Payroll services and fringe benefits
3. Purchases over $300
4. Refunding (with Project staff)

B. Shared Responsibility

1. Neighborhood penetration
2. Site selection and leasing
3. Physical rehabilitation (sign off on contract)
4. Recruitment of enrollees

II. RYC Project Personnel (Director and Deputy Director)

A. Sole or Primary Responsibility

1. Agency referrals
2. Physical rehabilitation
3. Establishment of wage rates for, and titles of RYC staff
4. Hiring and firing of staff other than director and deputy
5. Staff scheduling
6. Purchases under $300
7. Enrollee discipline

B. Shared Responsibility

1. Neighborhood Penetration
2. Site selection and leasing
3. Recruitment of enrollees
4. Research
5. Refunding

III. TRI-RYC (Institute)

A. Sole or Major Responsibility

1. Training

B. Shared Responsibility

1. Consultation on selection and hiring of Director and Deputy
2. Neighborhood penetration
3. Site selection and leasing
4. Consultation on rehabilitation
5. Research
6. Evaluation

E. The Role of Government in Determining the Course of Events

One of the more striking and, in the long-run, most important results of the TRI-RYC's first year of operation was the increasing realization of the degree to which the Federal Government influences the course of events (i.e., the speed and ease with which RYCs are created) both by what it does and does not choose to do; that is to say, Federal decisions--even those not directly related to the opening of centers--create conditions and set up expectations in potential RYC contractors that invariably generalize to and affect the development of centers. Thus, for example, the shifting of priorities and monies that, in reality, favor the establishment of RYCs are often interpreted by potential contractors in ways that lead them to believe that the opposite was, indeed, the overall intent.

Example #1: There is little doubt that the speed and ease with which RYCs were established in CEP cities was retarded because of the CEP sponsors' suspicion over the government's intent in making monies available for the development of such centers. In both CEP cities (Cleveland, Ohio and Trenton, N.J.), potential sponsors were hesitant about even accepting monies to initiate RYCs because of their belief that by so doing they would be jeopardizing other programs already in operation. In other words, CEP cities reacted to the "sudden" availability of funds in a highly ambivalent manner. On the one hand, they very much wanted the additional funds. On the other hand, and continually thinking in terms of anticipated cutbacks in the next fiscal year, they were loathe to be "set up" for greater cutbacks than they already expected. The situation was not resolved until the Department of Labor put into

writing its guarantee that the allocation of money for an RYC was over-and-above the CEP monies already committed to the city and would not be "counted" in future decisions regarding CEP cutbacks for the particular city involved.

Example #2: Following the "absorption" of Job Corps by the Department of Labor plans were revealed to use the new money to develop three types of residential-training and residential-support programs. In addition to the development of small, inner-city RYCs, Job Corps monies would be used to either maintain or develop two additional residential programs. One, the In-City Residential-Training program, would be of medium size (i.e. accomodate between 150 and 300 youths at a time). The other, patterned after the existing Job Corps model, would be even larger in size. CEP cities interpreted this information to mean that if granted a small RYC-type of facility they would "drop out of the running" for one of the larger (and more expensive) centers. Again, it was only after repeated governmental assurances that this was not the case, that CEP cities could turn their attention to developing the RYC.

The importance of the examples cited above are two-fold. First, and most unhappily, one cannot help but question the commitment of cities (and agencies supposedly interested in developing new and more appropriate services for the poor) whose responses are determined, not by any thoroughgoing analysis of the real or potential worth of a program's ideas or intents, but by considerations

of the absolute amount of money involved. Second, however, it is not difficult to sympathize with these very same cities. Clearly, their decisions occur in a context, and that context has been established in Washington over a long period of time; a period of time dominated by shifting priorities and rapidly changing funding conditions--not the best of all possible conditions for the development of trust and cooperative Federal-State relationships.

In many ways, the TRI-RYC's own development (and anxiety) during its first year of operation was directly related to the continual shifting of priorities in Washington. Expectations concerning whether or not money would be made available for RYCs and, if so, how much, did little to facilitate the process of developing new centers. At various points in its short life the Institute functioned under the assumption that:

1. $150,000 was available for new RYCs: November, 1968
2. No money was available for new RYCs: January, 1969
3. Unlimited money might be available for new RYCs: March, 1969
4. $100,000 was available for new RYCs: April, 1969

In retrospect, the consequences of this continual state of confusion not only mirrored what was really going on in Washington, but "forced" the Institute to develop skills (e.g., fund raising, mobilizing existing resources) that it might not have developed,at least as quickly, had it been able to proceed with clear and unequivocal funding assurances. Not being able to "count" on Washington, coupled with the creative and unwavering support of its Project Officer in the Department of Labor's Manpower Administration, certainly facilitated the TRI-RYC's growth and maturation. It also, and this is not to be dismissed lightly, made it imperative for the Institute to develop in a manner that stressed its independence from Washington rather than its reliance on, and its perpetuation

of, the myth of continuing sole-source funding. It should be understood, however, that this development took place under conditions of constant and often extreme anxiety, a level of anxiety far in excess of the degree generally thought to maximize effective and/or adaptive behavior.

Finally, the role of government during the Institute's first year of operation manifested itself most clearly in the area of the selection of the CEP cities that would develop RYCs. Data are not available to the TRI-RYC with respect to the explicit or implicit criteria utilized in making these selections. What is available, at least at the present time, are data (see Section B of this part of the Final Report) to suggest the relative difficulties--over and above expectations--of initiating RYCs with prime or subcontractors that are CEP programs. Two questions must be raised. First, if the CEP programs chosen for developing RYCs were, indeed, among the best in the country, what possible criteria yielded such results? And, second, if cities are chosen to initiate RYCs on the basis of political rather than performance considerations, then what role should the TRI-RYC play in this decision-making process?

F. Operations vs. Training: A Final Surprise

The RYC model is, perhaps more than anything else, a statement of assumptions concerning the human condition. It is predicated on certain conceptions about man, how he functions, and how he can change. Its basic characteristics (e.g. horizontality, sensitivity training, concept of service, etc.) focus attention on residential-support as a human enterprise, filled with all the dynamics and complexities that define the human condition in a complex, changing, often contradictory world. In summary, the RYC model, primarily because of its emphasis on personal, interpersonal and group contexts of behavior, was expected to confront

the Institute with great problems in training; that is to say, the anticipation was that replicating the model in other cities would depend primarily on the TRI-RYC's ability to first convince people (e.g. new RYC staffs) of the validity of the conceptions underlying the RYC model and then to train them in its day-to-day application. If anything, mechanical or operational problems (e.g. the location and renovation of sites, the signing of leases, and the development of administrative procedures) were perceived as issues which necessitated no comparable degree of attention.

By far the most striking result of the TRI-RYC's five cities'experience was the discovery that operational issues, far from presenting fewer problems, constitute the greatest single source and cause of delays. Training, on the other hand, was comparatively "easy": people quickly grasped the essence of the RYC model, were "turned on" by its implications, and eagerly sought to learn the skills needed to implement it. In short, areas in which problems were anticipated proved relatively free from problems, and areas thought to be relatively "straight-forward" proved to be the most difficult and complex.

As a learning experience the results described above were invaluable. In terms of future planning, however, the implications are clear and summarized below:

1. The planning and implementation of new centers must focus much greater training emphasis on the mechanics of initiating RYCs.

2. The ordering of priorities in the developmental sequence must be changed. Operational problems must be dealt with (or at least begun) before intensive staff training is carried out.

3. The Institute, particularly its Field Specialists, must have made available to them additional and concrete training in areas related to the operations (the technical aspects) involved in securing, leasing, renovating and otherwise preparing RYCs for physical implementation.

Part VI: CONCLUSIONS AND IMPLICATIONS

Part VI: Conclusions and Implications

The results of the TRI-RYC's first year of operation indicate that there is little doubt that the RYC model developed in New Haven, Connecticut can be translated to and implemented in other communities. In addition it appears to be the case that the model can be developed with different kinds of agencies and varying sources of funds. Finally, it is clear that the development of RYCs can be accomplished with either sole Federal monies or in combinations involving the sharing of financial inputs by Federal, State and local agencies.

The TRI-RYC, staffed as it is primarily with people with extensive backgrounds in RYC or RYC-related experiences, has the technical capability for initiating, training staffs for, and evaluating the effectiveness of small inner-city Residential Youth Centers. Whether or not this is true for larger centers, or centers whose models diverge greatly from the one previously described is an open question.

The results of the Institute's first year of experience do not enable it to make any judgements concerning the quality (i.e. the service-effectiveness) of the five newly developed residential facilities. What we know is that the model can be transferred out of New Haven, Connecticut. What we do not know is whether or not the model has been replicated; that is to say, whether or not it produces results comparable to those achieved and previously documented in New Haven, Connecticut. Similarly, although the TRI-RYC was able to define, isolate and interrelate a host of variables that apparently affect the speed and ease with which new centers are developed and implemented, there are strong reasons to believe that the research done thus far is neither complete nor adequate, especially if the continued development of such inner-city RYCs remains a Department of Labor priority.

Given the above, we would conclude by listing some of the issues that are both implied in the preceding statements and remain to be investigated.

1. The attempt must now be made, not only to continue to test the RYC model in additional cities, but to evaluate the effectiveness of the five newly-developed RYCs.
2. A greater emphasis must be placed on the overall question of research as it applies to residential support facilities.
3. Given the experience of the first year, the TRI-RYC should, we believe, be included in the decision-making process determining which, if any, new cities are to be selected for field-testing.
4. If the existing RYCs (the BRYC and YWMPTC) are to continue to be used as training facilities for new centers, then the entire relationship between the TRI-RYC and these centers must be re-evaluated. The current situation with respect to the BRYC and YWMPTC's prime contractor (C.P.I.) is, we believe, highly detrimental to the program's future.
5. Efforts should now be made to make the RYC model available to agencies, both within and outside of the Federal Government (law enforcement, educational and mental health agencies) who have not as yet been able to evaluate the potential applicability of the model to their own particular settings and concerns.

APPENDIX

The Five Field - Tested Cities

Chronology

APPENDICES

Flint, Michigan

Bridgeport, Connecticut

Boston, Massachusetts

Cleveland, Ohio

Trenton, New Jersey

I Flint, Michigan

The City

Flint, Michigan is a city in which the disease of urban poverty and its attendant symptoms appear in a far milder form than that which characterizes other Northern industrial cities. The housing patterns of the city seem to indicate this quite clearly: the city is composed almost entirely of one-family dwellings. High rise housing projects and tenement dwellings are virtually non-existent. Seventy-three per cent of the residents of Flint, Michigan own their own homes.

However, the initial impression is somewhat deceptive. Fifty to sixty per cent of the houses located within the Model Cities area of Flint are classified as sub-standard. Because Flint is located in the plains, the poverty areas are much less densely populated than in most cities. However, the fact of poverty if not eradicated simply because the symptoms of the disease may easily pass unnoticed.

The average salary of a working man in Flint is $8000 a year. The reason is not difficult to discover: Flint is, as the Chamber of Commerce points out, "Famous, above all else, as the birthplace of General Motors Corporation -- the center of more General Motors production than any other city...." For young men over the age of 18 --- the age at which one can first enter "the shop" --- the job opportunities provided by the Buick, Chevrolet, AC Spark Plug, and Fisher Body plants are plentiful and well-paying.

The second financial giant which, with GM, presides over Flint's economic and social landscape, is the C.S. Mott Foundation. This private foundation, one of the largest in the nation, has concentrated most of its efforts within the Flint area, working especially closely with the Flint school systems. The Mott Program of the Flint Board of Education includes a vast elementary recreation program, "the Fairview

Project on reduced class load" for elementary schools, breakfast programs, Children's Health Center, the "Personalized Curriculum Project" for potential drop-outs, and so on. The Mott-sponsored Adult Education program enrolls 80,000 adults in classes per year and grants 1,000 high school diplomas to adults each year.

The population of Flint is 182,000 people, approximately 17% of whom are classified as "non-white". The larger Genesee County area has a population of 441,000 of whom 9.9% are classified "non-white". The target population (youths age 16-21) is 20,000 in Flint, 49,000 in Genesee County.

Because of the extraordinary size and influence of General Motors and the Mott Foundation, the dynamics of the Flint community are much more clearly economic than political. The political situation of the city is very stable, and the extent of radical political opposition (including militant black opposition) is insignificant.

The emphasis of Flint's service programs is clearly directed at in-school youths. For youths aged 14-18 who have already dropped out of school and must wait several years before they can enter the General Motors "shop", the benefits of the Mott Foundation school program and the General Motors employment opportunities seem exceedingly remote. The city's Neighborhood Youth Corps is an in-school program with 121 slots, operated by the Board of Education. There is no NYC for out-of-school youths. The Urban League of Flint operates an out-of-school on-the-job training (OJT) program with 100 slots and a program known as LEAP (Labor Employment Advancement Program) with 60 slots, 20 slots in each of the three cities of Flint, Lansing, and Grand Rapids.

The Genesee County Community Mental Health Center (GCCMHC) offer an extensive program of clinical and preventive services. The Flint, Michigan

Residential Youth Center will be administered by the Genesee County Community Mental Health Services Board as a support program to the mental health, education, and employment programs of the city.

The Beginning

From its earliest stages, the development of the Residential Youth Center in Flint, Michigan proceeded with an ease and a sense of cooperation unique among the five cities. This ease and fluidity of operations stemmed directly from the extraordinary interest, cooperation, and competence demonstrated by the representatives of the Genessee County Community Mental Health Center, most especially its Director, and Business Manager.

Late in the fall of 1968, the Commissioner of the Genesee County Mental Health Services visited Yale University with a group of psychiatrists interested in relating mental health programs more directly to the needs of urban communities. As part of their trip, the group made an unscheduled visit to the New Haven Residential Youth Center. The Commissioner was very much excited by the program and began discussions with the Training and Research Institute concerning the possibility of establishing an RYC in Flint.

On December 18, 1968, the Deputy Director and the Business Manager of the TRI-RYC made the initial visit to Flint to meet with the Commissioner and Deputy Commissioner of the GCCMH, the Business Manager of GCCMH --- who was to function as the working contact between the TRI-RYC and the Mental Health Services Board, and the Acting Executive Director of the Urban League of Flint, Michigan. The visit was very fruitful and it was agreed that the TRI-RYC would forward to Flint an initial proposal and tentative budget prior to January 20, and that another visit would be made on March 20, 1969 in order to finalize the proposal, select a Director and Deputy Director for the RYC, and to locate a site for the facility.

This initial time-table, especially as regards the writing of the proposal, was delayed as the result of three issues regarding the funding of the program:

1) The possibility of obtaining for the Flint RYC part of the OMPER

Experiment and Demonstration (E & D) monies committed to the TRI-RYC for the development of Residential Youth Centers;

2) The extent of the contribution of monies by the Genesee County Community Mental Health Center;

3) The availability of Model Cities monies in Flint for the RYC.

Early in 1969, the Department of Labor made clear its intention to commit $100,000 of OMPER E & D funds to the funding of Residential Youth Centers. However, of that figure, the TRI-RYC had tentatively promised that between $40,000 and $50,000 would be allotted to each of the two centers opening in Bridgeport, Connecticut and Boston, Massachusetts. There remained a maximum of $20,000 for the RYC in Flint.

On March 20, the Executive Director, Deputy Director, Business Manager, and one Field Specialist of the TRI-RYC returned to Flint. The Business Manager of GCCMH explained at that time that:

(1) The Genesee County Community Mental Health Services Board would probably only allot $40,000 in cash and an undetermined amount of in-kind contribution to the first-year budget of the RYC;

(2) That there had been no success in obtaining names of potential Director and Deputy Director;

(3) That there was at that time no idea of the area in which the RYC was to be located.

The GCCMHC Board would be meeting on April 9 to discuss the allocation of funds to the Residential Youth Center.

The following day, two representatives of the TRI-RYC and the Business Manager of GCCMHC met with the President of the Greater Flint AFL-CIO Council. It was hoped that a manpower input into the RYC might be developed with the United

Auto Workers, which would qualify the program for funding by the Department of Labor. The President of the AFL-CIO Council expressed his strong feeling of the need for an RYC in Flint and his endorsement of the program, but he was unable to provide a specific manpower input to the program.

The TRI-RYC representatives and the Director of the Urban League then met with the Assistant Director of the Flint Model Cities program to discuss the possibility that Model Cities might be able to help in meeting the initial cost and the second year take full responsibility for funding the program. At that time, however, the Director of the Model Cities agency was in Chicago meeting with representatives of the Department of Housing and Urban Development to discuss funding of the Model Cities program itself. A meeting was arranged for the following Monday between the GCCMH representatives and the Model Cities agency.

Lastly, the TRI-RYC representatives met with the Mayor and City Manager of Flint to discuss the possibility that the city might be able to donate a house for the Youth Center. The City Manager made clear his interest in and endorsement of the program, but explained that the city did not have any financial assistance to give.

The Urban League of Flint operates two programs sponsored by the Department of Labor: on-the-job training and LEAP. The Executive Director of the League offered to reserve for the RYC sufficient number of slots in these programs to constitute the program's manpower link-up. This offer would be made in writing, enabling the Youth Center to qualify for Department of Labor Funding.

On March 28, the Business Manager of GCCMHC called the TRI-RYC in New Haven to inform them that Model Cities had agreed to provide $39,000 in cash to the first year budget, with a good possibility that Model Cities would be able to provide full funding the following year. Model Cities wished only to fund the program, leave full jurisdiction to the Mental Health Services Board for the operation of the center.

This contribution by Model Cities was contingent upon their receiving their own funds (totalling $3½ million) which were scheduled to arrive on May 1.

On April 9, the Genesee County Community Mental Health Board authorized the expenditure of $35,000 in cash, and the in-kind contribution of $12,885 covering contracted services and indirect costs.

The Proposal

On April 10, the final draft of the proposal for the Flint, Michigan Residential Youth Center was prepared by one of the Field Specialists of the TRI-RYC and the Business Manager of the GCCMHC. The overall budget for the first year of operation calls for $102,895.

"In accordance with a request from the Federal government to explore the possibilities of local funding ... the following monies have been committed:

Local -- $47,885.

Model Cities -- $39,000.

The local share of the budget derives from a cash contribution from the Genessee County Community Mental Health Center of $35,000 and an in-kind contribution from the same organization of $12,885...." The latter figure consists of contracted services to include research and consultant fees totaling $5000 as well as the indirect costs of administering the program which equal $7,885.

The Model Cities share represents a cash contribution of $39,000 "subject to the review of the Citizens' Councils, the Board of Supervisors, and the Department of Housing and Urban Development."

The Urban League of Flint agreed to provide to the Residential Youth Center 15 slots drawn from the League's OJT and LEAP programs.

The sum of $16,010 was requested from the Department of Labor. This constituted the remainder of OMPER Experiment and Demonstration monies totaling $100,000, of which approximately $42,000 was committed to the Bridgeport, Connecticut Residential Youth Center and approximately $42,000 to the Boston, Massachusetts Residential Youth Center.

The proposal was submitted to Washington on April 15, 1969. A grant of $16,000 to the Genesee County Community Mental Health Center was approved by the Department of Labor on May 28, 1969.

The Staff

Interviews for the Director of the Flint RYC were held on April 10, April 27, and May 19 by the TRI-RYC Field Specialists and the Business Manager of the GCCMHC. On May 19, the Director and one RYC worker came on board. He is a black man, age 29, married with no children. He holds a B.A. degree in Education from Hillsdale (Mich.) College. He was formerly a well-known local basketball star, an OEO supervisor of community aides, and --- at the time of hiring --- a Vocational Counselor in the Personalized Curriculum Program of the Flint School System. He functioned in that capacity as a Job Developer for potential school drop-outs.

After the Director was hired, it was suggested that he take full responsibility for the interviewing and hiring of his staff. He pointed out, however, that he had at that time no experience in or even real knowledge of the RYC program, which made this suggestion unrealistic. Following his two-week training period in New Haven, the Director, with the Deputy Director, interviewed and hired staff without the TRI-RYC Field Specialist and the Business Manager of the GCCMHC.

On June 15, interviews were held for Deputy Director and other staff positions. During the week of June 23, the Deputy Director, 2 RYC workers, and the secretary-bookkeeper-receptionist were hired. The Deputy Director is a black man, age 34, previously employed as an arc-welder. The Deputy Director had formerly been a part-time employee of General Motors while serving as a member of the Board of Supervisors of the GCCMHC. He has long been involved in political activity in the city of Flint.

The Director and Deputy Director came to New Haven on June 29 for two-week training at the New Haven RYC and the TRI-RYC. Upon their return to Flint July 13, they spent the following two weeks interviewing applicants for the remaining staff positions. They hired two live-ins and a cook.

The Director and one of the RYC workers have college educations. The remainder of the staff are indigenous non-professionals, some of whom have completed a high school education and some who have not. Applicants were referred by the various service agencies in Flint. The Deputy Director was personally referred by the Acting Executive Director of the Urban League of Flint, and several fo the staff were recruited through personal contacts of the Director and Deputy.

Because of the economic situation in Flint, Michigan the salaries of some staff of the Flint RYC are higher than those of comparable staff in the Residential Youth Centers in other cities. A level of competence for the position of Director which can be obtained in New Haven for a salary of $10,000 may cost as much as $15,000 in Flint.

Moreover, according to the pay-scale guidelines of the Genesee County Community Mental Health Center, salaries are determined according to a combination of points accumulated for working experience in the field and points accumulated for educational level completed. These guidelines mitigate against the non-professional in the RYC setting. However, the staff of the Flint RYC are satisfied with the salaries paid them according to these guidelines.

On Friday, July 25, with staff training by the TRI-RYC scheduled to begin the following Monday, the Director and Deputy were unable to locate one RYC worker and the cook. Training began on Monday, July 28 without them. On July 29, the Deputy Director ran into the missing RYC worker who totally ignored him. This was taken to mean that the man had resigned. The whereabouts of the cook were never discovered, and eventually he was terminated from the staff.

On the recommendation of the TRI-RYC Field Specialist, the remainder of the staff, one live-in, one RYC worker, and the cook were not hired at this time. Due to complications in obtaining a facility for the Youth Center (described below), the program was forced to move into a house which could hold only 8 residents. The full staff would not be needed until the program was able to move into its permanent facility.

The site

The central difficulty in obtaining a facility for the Flint RYC was that, during the early discussions with the Model Cities agency concerning funding of the Residential Youth Center, Model Cities had specified that they could not contribute their funds to the program unless the facility was located within the Model Cities area. This request seemed reasonable and was agreed to early in the planning of the program.

On May 19, the TRI-RYC Field Specialist and the Business Manager of the GCCMHC conducted the first site survey. At this time it was found that the Model Cities are consisted exclusively of one-family dwellings much too small to house the RYC. A number of suitable houses were located outside the Model Cities area, but these were presumed to be unacceptable to the Model Cities agency.

Eventually a house was located on the corner of Dartmouth and Detroit Streets, two blocks from the Model Cities area. This site was acceptable to the Model Cities agency. The house is located in a middle-class neighborhood near Northern High School, consisting primarily of single-family dwellings. The neighborhood is racially mixed.

The house, however, was zoned as a multiple dwelling. A zoning varia nce had to be obtained from the city for the facility to be zoned as a rooming house. At the end of the month of June, after unsuccessful attempts to locate another facility, this house was tentatively selected as the site of the RYC. The staff began community penetration to determine whether the residents of the neighborhood strongly opposed the zoning change. A representative of the New Haven Re-development Agency visited Flint with the TRI-RYC Field Specialist to plan re-novations. The Business Manager of the GCCMHC began to check into the building codes.

The zoning board, which convenes only once a month, met the third week in July and voted to deny the necessary zoning variance. The variance was denied due to the opposition of an elderly fire inspector who did not wish the program to be in his neighborhood, where the house was located.

The Business Manager, of the GCCMHC, suggested the possibility of building a facility for the RYC. A building contractor in Flint estimated that he could build the house according to the plans drawn up by the GCCMHC Business Manager within 3 to 4 months.

It was decided at this time to move the program into a temporary facility until an acceptable permanent facility could be either found or built.

When staff training ended on August 8, staff morale was very low. It had been expected that following training the program would be ready to begin. However, on August 8 there was no facility to move the program into, and the staff was forced to occupy its time calling realtors attempting to locate a site.

A temporary facility large enough to house 8 residents was located within a neighborhood scheduled for destruction in order to make room for a new highway. During the third week of August, the program moved into its temporary home at 726 Liberty Street.

On August 26, the TRI-RYC Field Specialist assigned to Flint and the Director of the RYC program, in re-reading the Model Cities guidelines, discovered that these provided that residential support facilities could be located outside the Model Cities area, provided that the residents served were from the Model Cities area. Following a meeting between the Director of the RYC and the Director of the Model Cities agency, negotiations were re-opened for sites previously selected at 909 Detroit Street and at the corner of Dartmouth and Detroit Streets. At the present time, the Business Manager of the GCCMHC is in the process of locating a buyer to purchase one of these houses in order to lease it to the RYC.

The University

Although the exact nature the tie between the Flint Residential Youth Center and an area University have not been worked out in detail at the present time, it is clear that the RYC program will be closely related to the pre-professional and professional training program for clinical psychologists and social workers conducted by the Genesee County Community Mental Health Center. The Commissioner of the GCCMHC is a clinical associate professor of the Michigan State University College of Human Medicine, and other members of the professional staff of the Mental Health Center hold teaching appointments with the University of Michigan and Michigan State University.

The Program

On September 5, the first resident moved into the Flint, Michigan Residential Youth Center. At the present time 6 residents are living in the RYC, with 2 additional residents to enter shortly.

The program is functioning well. On September 21 the first House Council meeting was held and staff in-service clinical training was begun, conducted by a staff consultant of the GCCMHC.

II. Bridgeport Connecticut

The City

Bridgeport, Connecticut is a city whose dreams have long since been forgotten and whose fears have long since become reality. It is a city whose white, upper-class suburban outskirts--with the highest per capita income level in the nation--set off in stark contrast the unrelieved poverty of the inner-city.

Bridgeport is a city in which the white population of the inner-city decreased by 22 per cent while the black population increased by 53 per cent and the Puerto Rican population increased by 56 per cent. It is a city in which 16.4 per cent of the families within the entire city and 26.6 per cent of the families within the inner city have a total yearly income of less than $4,000.

Bridgeport, Connecticut is a city in which 74.6 per cent of the adult residents of the inner-city areas did not graduate from high school and 31.7 per cent of the inner-city residents did not even graduate from elementary school. 410 students dropped out of high school during the 1967-68 school year. This figure constitutes 27 per cent of the total number of graduates of the city's three high schools.

A very large proportion of the inner-city residents of Bridgeport live in high-rise housing projects, some of which were built prior to World War II, some of which were built approximately 10 years ago, all of which have become "vertical slums". Beardsley Terrace is located within the Beardsley Park area of the North End. Many decades ago, this area was a middle-class neighborhood and one of the prime recreation areas of the city. Since that time, its parks have become "mugger's lanes" and the area has deteriorated into one of the roughest sections of the city. Father Pannik Village is a 10-year-

old housing project in the East Side area of the city. Last year the repeated cases in which false fire alarms brought fire trucks to the area to be attacked with bricks, bottles, and bombs led to the refusal of the Fire Department to answer any calls within that project.

The drug traffic in Bridgeport is very heavy. At last count, there were at least 5,000 known addicts within the inner-city. Only in the last several months has Bridgeport received its first facility for the treatment of drug addiction.

Bridgeport is a rough and hostile city. Last year the incidence of major crimes--theft, robbery, rape, assault--increased approximately 25 per cent. The city's young people learn to grow up quickly; they learn to survive on the "street" when they are young.

There is very little new business entering the city and almost no new housing or urban renewal programs. Within the last 15 years, city services have deteriorated badly. Hostile confrontations between inner-city residents and the police are common, and Bridgeport seemingly has been spared repeated major disorders only because inner-city residents are divided among six separated ghetto areas.

Action for Bridgeport Community Development, Inc. (ABCD) is the designated community action agency of the city. ABCD administers a Concentrated Employment Program and a Neighborhood Youth Corps, the latter with in-school and out-of-school slots totalling 287 positions. ABCD provides services which include skill training, educational studies, job orientation, vocational counseling, personal counseling, and on-the-job training.

The amount of money ABCD receives from Federal sources is relatively small. Many of its programs are funded through the solicitation of contributions from private organizations such as the Sears Foundation, the Lion's Club, and area churches.

In order to solicit these contributions, ABCD is forced to provide a major public information program, including a radio program which repeats relevant spot announcements every half-hour one day per week. In the long history of fund-raising to launch the Bridgeport RYC, it was repeatedly necessary to present appeals to the public for individual contributions to the program.

The Beginning

The Bridgeport Residential Youth Center grew from the early plantings of the Director of Bridgeport's Neighborhood Youth Corps. She visited the New Haven RYC in 1966 and was quite taken with the program. Long before the TRI-RYC became a functional reality, she was laying the groundwork for the establishment of a Center in her city. She made the initial contacts with agencies in Bridgeport, explaining the concepts and the program of the Residential Youth Center, assembling data on the need for such a center in that city, enlisting the support and cooperation of interested individuals and organizations.

After the initial stage was set, the early history of the Bridgeport RYC deals with fund-raising--a history of many misses and near misses mixed on occasion, with a success or two.

In the late summer and early fall of 1968, it appeared that the Department of Labor and/or Job Corps would be willing to provide 2/3 of the budget of new Residential Youth Centers, with the remaining 1/3 to be raised locally. This intention was certainly never stated in the form of a commitment, but at that time the prospect seemed likely. On the basis of that likelihood, representatives of the TRI-RYC and of ABCD were able to secure a commitment from the State Department of Community Affairs of $30,000 to be applied to the first year's funding of an RYC in Bridgeport.

The contract which was signed by the Department of Labor in late October granted funding for the TRI-RYC itself, effective November 1, 1969, but provided no funds for the opening and operation of the RYCs themselves.

In December, 1968 a Bridgeport businessman dealing in the manfacture of commercial heating and air conditioning supplies became involved with the TRI-RYC Field Specialists and the Executive Director of ABCD in the attempt to raise the necessary funds for the Bridgeport RYC. This businessman seemed to have a head full of ideas for fund-raising and it was agreed that he would be appointed chairman of the fund-raising committee. He repeatedly expressed his intention of contacting wealthy potential contributors whom he knew personally and of holding a $100-a-plate dinner with Jackie Robinson as the guest speaker. Throughout the months of January and February, the new chairman of the fund-raising committee continued to outline grandiose plans for raising the necessary monies for the program but it became increasingly clear that he was unable to carry through on the plans he promoted. By the end of February, it was clear that his input into the program consisted solely of words, and he quietly withdrew from the fund-raising campaign.

However, on February 13, the Project Officer for the TRI-RYC within the Manpower Administration informed the Executive Director of the Institute that $100,000 Experimental & Demonstration (E & D) funds had been provided by the Department of Labor for the funding of new RYCs. The funds allocated to any single RYC from these E & D funds was not to exceed $50,000 or 1/3 of the budget of the program, whichever was less. These monies were available for Bridgeport only if state and local monies could be obtained for the remaining 2/3 of the budget.

At the end of February, the amount of local money in small cash donations raised and in-kind contributions from local civic, private, and church organiza-

tions equalled $3,500. Included among the contributions was the donation by a highly reputable Bridgeport architectural firm of the architectural services necessary for the renovation of a facility to house the Center.

In March, the first real breakthrough in the process of piecemeal fund-raising came when the Near and Far agency, an organization of volunteers from the Fairfield area, offered the RYC program a cash donation of $4,000 and agreed to sponsor a full-page fund-raising advertisement for the program to run in the Bridgeport newspapers for a week. The advertisement brought in an additional $2,000, raising the total local monies raised to $11,000 inclusive of in-kind contributions.

In April, arrangements were worked out with the State Department of Community Affairs (DCA) by representatives of ABCD and the TRI-RYC for DCA to provide a contribution to the Bridgeport RYC now computed at $20,500.

During the first week of April, the State Commissioner of Corrections agreed to provide $40,000 of Department of Corrections funds on a per capita basis, computed at $5,000 per year per resident for 8 residents of the RYC.

Moreover, the New Careers program of ABCD agreed to underwrite 3 staff positions at $4,000 per position per year. These contributions brought the total local and state monies raised to the 2/3 of the budget necessary to apply for Federal funding of the remaining 1/3.

Because of changes in the availability of Federal funds and the extra-ordinary difficulty presented by the task of raising $82,000 through piecemeal State and local contributions, a total of 9 months and a contribution of man-hours by the staffs of the TRI-RYC and ABCD far too numerous and trouble-laden to count were devoted solely to the task of fund-raising for the Bridgeport Residential Youth Center. Changes in the Federal specifications as to the <u>amount</u> of money that had to be raised also required changes in the <u>way</u> money was to be

raised, with each change resulting in further delays in the establishment of the RYC. In order to raise 1/3 of the funds for an RYC, one can concentrate on donations of goods and services: furniture, kitchen equipment, renovation, and so on. In order to raise 2/3 of the full amount of the funds for an RYC such donations are inadequate and one must concentrate instead on larger contributors.

The money which was raised in February and March of 1969 came from sources with only very limited funds at their disposal. The organizations able to contribute larger amounts (large church organizations, foundations, private corporations, etc.) were apparently unwilling to put their faith (and their funds) in a CAP agency, in this case ABCD.

Prior to funding, the relationship between the Director of ABCD and the TRI-RYC Field Specialists was very difficult. The CAP agency director was unwilling to share information and work in full cooperation with the Field Specialists. In March, personal difficulties with the Director of ABCD resulted in the withdrawal of one of the Institute Field Specialists from the Bridgeport. program.

Following the funding of the RYC, the personal relationships among all the individuals involved in the development of the RYC program have steadily grown closer. At the present time, working and personal relationships are excellent.

The Proposal

The proposal for a Residential Youth Center in Bridgeport, Connecticut was prepared by one of the Field Specialists of the TRI-RYC and the Executive Director of ABCD. It provides for a total budget of $124,890. "According to present federal guidelines, two-thirds of this sum has been raised non-federally as follows:

Local or non-federal input--$42,068.80

State input --$40,000

"The local non-federal input involves a commitment of $12,000 from Action for Bridgeport Community Development (the sponsoring agency), $20,400 from the Department of Community Affairs, and $9,568.80 in cash and in-kind contributions from local agencies, private businessmen, and individual donations." Attached to the proposal are letters of commitment detailing these contributions. The extraordinary nature of the piecemeal fund-raising which was necessary to provide the local contribution is indicated by the inclusion of items such as "North End Boys Club - Penny Carnival...$7.60."

The State contribution consisted of an input of $40,000 from the State Department of Corrections.

On May 28, 1969, the Manpower Administration of the Labor Department approved a grant of $43,000, the remainder of the total budget.

During the last week in August, the Commissioner of Corrections of the State of Connecticut informed the Director, Deputy and Field Specialist from the Bridgeport RYC that he would be unable to honor his letter of intent, that he would be unable to provide $40,000 from the program budget. He explained that the budget of the Commission had been reduced by 30 per cent and that his letter to the Residential Youth Center had been a letter of intent, not a letter of commitment, and was not legally binding.

The representatives of the Bridgeport RYC pointed out that his withdrawal of funds jeopardized federal funding of the program as well. Federal funds were provided to the program on the basis of a matching of 1/3 federal funds to 2/3 state and local shares.

The Commissioner of Corrections contacted the State Planning Commission on Criminal Administration which had available $30,000 of federal funds provided

by the Omnibus Federal Safe Streets Acts which might be granted to the RYC. However, the RYC would be required to put up $20,000 of local matching funds on a 40 to 60 percentage basis in order to receive the Planning Commission monies.

In order to free local monies to be matched against the Planning Commission funds, the Department of Labor agreed to consider its own contribution a direct grant rather than matched funds. This freed the $20,500 provided by the Department of Community Affairs to be used as matching monies for the Planning Commission.

At the present time, verbal assurances have been received from the State Planning Commission but announcement of the acceptance or rejection of the RYC's application will not be made until October 15.

If the Planning Commission funds are granted to the RYC, the program will still be required to seek an additional $10,000 to complete its first year budget. Action for Bridgeport Community Development is currently in the process of raising those funds.

The Staff

In May, the TRI-RYC Field Specialists conducted interviews of candidates for Director of the Bridgeport RYC and submitted to the Director of ABCD the names of three possible RYC Directors, in order of preference. The Director of ABCD selected the man indicated as the third choice of the Field Specialists to be Director.

The Director of the Bridgeport RYC is a black man who previously was employed by ABCD as the coordinator of one of the neighborhood employment centers. Prior to joining ABCD he worked as a Correction Officer at the state jail.

The Deputy Director was selected by the TRI-RYC Field Specialist, with the approval of the Director of ABCD. He is a white man formerly employed as the Operations Officer of Project Cool, a youth employment program in Bridgeport.

The Director and Deputy Director received their training at the New Haven RYC and the TRI-RYC on June 1 - 15. There followed a delay in the hiring of the staff while the Director and Deputy Director of the RYC worked full-time to find a contractor for renovations of the physical facility (see next section). In mid-July the Director and Deputy Director hired their staff. The three staff members funded by New Careers were recruited and selected by the RYC Director and Deputy and then processed through the New Careers program.

Staff training was conducted by the TRI-RYC at the Institute in New Haven on July 14 - 28.

The Site

In early June, the Director of ABCD located a physical facility he felt was suitable for the RYC, and informed various interested individuals and agencies that that site had been chosen. When the Field Specialists of the TRI-RYC inspected the site, they informed him that it would be possible to house the program in the facility he had selected but that extensive renovations would be required. The Director of ABCD decided still to use that facility.

The house is located in the Bull's Head Hollow section of the city, 2 blocks from a large low-income housing project. The street is mixed-use, both commercial and residential. The neighborhood is a working class community, racially mixed, with the housing project largely black and the small private houses largely white. Prior to becoming the RYC, the house was used as law offices.

The Director of ABCD wished to arrange the purchase of the site by a private organization rather than lease it from its present owner. This proved difficult to arrange and, at the end of the month of June, it was decided to lease the facility from the present landlord beginning July 1, 1969.

It was difficult to locate a contractor who could begin renovations of the facility immediately because the middle of the summer is their busiest season. When the Director and Deputy Director of the program went to New Haven for staff training during the last two weeks of July, the TRI-RYC Field Specialist assigned to Bridgeport was required to assume the role of Director of the program for the two weeks. Major contracts regarding the facility--the house, furniture, renovations, etc.--were approved by the Field Specialist using his own discretion and signing contracts himself. When the Director and Deputy returned from training they were in the difficult position of having to catch up on all the details of their own program.

In late July and August, a series of difficulties resulted in repeated delays in the renovation schedule and a very large increase in the renovation costs.

Firstly, the Director of ABCD had, on signing the lease, agreed to post an indemnity bond equal to the cost of renovations. This was not posted before renovations began, and as a result the landlords threw the contractors out and threatened them with arrest if they returned. The subsequent posting of the bond resulted in a half-week delay, several hundred dollars lost in wages paid for the lost days, and the tying up of a large part of the limited cash available to the program.

Secondly, the blueprints for the renovations, which were donated by a noted architectural firm during the fund-raising drive in February were not drawn to scale. This resulted in major discrepancies between the model on paper and the actual facility. These discrepancies made it impossible to follow the guidelines of the state housing inspectors. Eventually, exceptions to the housing guidelines were granted and the contractor was able to modify the plans "by ear" as the renovations were in progress.

Because the specifications in the blueprints regarding the size of the staircases were impossible to carry out on the actual building, exceptions to the housing codes were granted and modifications made. However, the factory which was to manufacture the staircases refused to make stairs which were not of the size required by the usual state guidelines. A three-week delay in the installation of the stairs resulted.

Changes in the guidelines and requirements for the installation of electrical wiring resulted in a week's delay of the electrical work. The City of Bridgeport Master Plumber's Office changed the requirements for the installation of plumbing and later reversed their own changes, resulting in a 5-day delay of the work of the plumbers.

Delays compounded delays, with a resultant loss of vast amounts of money as well as time.

The above comprises the history of the Bridgeport RYC during the month of August. The originally-scheduled opening date for the Center was to have been September 15. Because of the repeated delays in the renovation schedule, the opening was delayed two weeks.

Following an opening celebration on Friday, September 26, the Residential Youth Center will officially become operative on Monday, September 28.

Due initially to the selection of a house requiring extensive renovations and due much more directly to the repeated difficulties encountered in the renovations themselves, the budget provided for renovations was exceeded nine-fold. The budget of the RYC provided $2,200 for the conversion of the facility. The present estimate of the total cost of renovations is $19,000.

The University

After early discussions with administrative officials at Bridgeport University and Fairfield University did not prove especially exciting, one of the secretaries of the TRI-RYC suggested the possibility that the service and research university tie-in with the Bridgeport RYC might be arranged with the Black Students' Association at Fairfield University.

She arranged a meeting in early September of the Faculty Advisor of the Black Student Association with the Executive Director, Deputy Director, and Research Coordinator of the TRI-RYC which proved quite fruitful. Within the near future it is hoped that a meeting with the Chairman of the Sociology Department will lead to the establishment of the formal tie and the selection of interested students can be begun.

III Boston, Massachusetts

The City

"Boston is a city going in two directions. The first direction points to a dramatic change in downtown Boston, to a 2 billion dollar public and private renewal program which has opened new markets and stimulated new investments. This Boston has confidence. The other is a city of often neglected neighborhoods, of people untouched or even hurt by the downtown expansion, of dilapidated homes, of a poor school system, of a high rate of crime in the street, of inadequate recreational facilities, of heightened suspicion between blacks and whites, of families which are fleeing the city when it is financially possible. This Boston is afraid." (From descriptive pamphlet prepared for the TRI-RYC by ABCD).

It is the "other" Boston, the Boston of flesh and blood and pain rather than of glass and steel, which is the heart of the city. The statistics of decay and disadvantage make clear the vast gulf which separates the city's shiny new office and shopping centers from the real needs of its people:

"Ten per cent of Boston's population -- 67,000 individuals -- are on Public Welfare.

"Boston's Aid to Families of Dependent Children (AFDC) doubled in the last decade to an all-time high of 9,500 families.

"Unemployment in Boston's Inner City areas runs over 6 per cent, under - employment reaches to 40 per cent.

"This year the number of 16-to-18-year-old drop-outs in the city will rise to a high of over 2,000.

"Today more than 75,000 Boston residents over 25 have less than eight years' schooling.

"The Boston School System has become nationally notorious. Probably the prime reason that Boston is losing (has lost) her dynamic middle class is that

these people will not subject their children to Boston's schools. More than one third of Boston's children study in buildings over fifty years old; several are more than 100 years old. Inbreeding and politics color teacher selection; to apply from Harvard is a liability. Fresh ideas and new curricula are suspect and rarely instituted (especially for the disadvantaged). There is a steadily declining record of admissions to degree-granting colleges, a goal reached by merely 25 per cent of high school graduates. The School Committee will not comply with the racial imbalance law and has, in effect, delayed $6.3 million in state tax aid. In the black areas, schools are at their shabbiest, teachers at their most defensive and the drop-out rate at the highest level in the city.

"Accurate statistics on Boston's crime rate are difficult to obtain. The situation is roughly equivalent to the school problem. Entrenched bureaucracies, outmoded concepts and incredibly antique detention centers weakly attempt to reach a problem which is 20 or 30 years behind them..... Overcrowded, ancient prisons have little or no training and offer the delinquent youth usually only the opportunity to learn more crime." (From ABCD pamphlet.)

Action for Boston Community Development (ABCD) is Boston's CAP agency, created in 1962 as a non-profit corporation independent from the city government. It is presently the contracting agent for almost all anti-poverty money coming into the city of Boston. ABCD, with a current budget of 12 million dollars, seemingly has come to share many of the problems of the large "entrenched bureaucracies" described above. The agency has developed a large, powerful and complex corporate structure which leaves it remote and at times insensitive to the needs and wishes of the people it is intended to serve.

The Beginning

The history of the Boston RYC records the attempt to coordinate, in the administration of the Residential Youth Center, the activities of 2 agencies whose previous relationships with each other can only be described as antagonistic.

On November 21, 1969, representatives of ABCD and other Boston city and community organizations met in New Haven with the staff of the TRI-RYC. Included among those present were the Director and Associate Director of ABCD's Manpower program, and the Associate Director of the Mayor's Youth Opportunity Program, (the liaison from the Mayor's office). The representatives of ABCD were under the impression that the TRI-RYC had been established as a funding agent for Residential Youth Centers as well as consultants in the development of the Centers. They wished at this time to apply for the funding and establishment of a Boston RYC.

The staff of the TRI-RYC explained the actual role of the Institute, and it was agreed that the Boston group would expand its membership and organize itself as a Residential Youth Center Steering Committee to begin the groundwork preparatory to opening an RYC in Boston.

On February 20, two representatives of the TRI-RYC made the first field trip to Boston, meeting initially with ABCD's Program Developer and the liaison from the Mayor's Office, who now appeared to be spearheading the operation, and later with the Steering Committee itself. The Steering Committee had expanded its number to a total of approximately 15 people, providing a good representation of the working agencies within the Greater Boston Area.

The Steering Committee had obtained approval from the city to obtain any rehabilitated facility within the South End of Boston for a Youth Center. They had also begun preliminary discussions with Associated General Contractors, a private, innovative contracting firm in Boston which was offering to do complete

renovation work on the Youth Center at their own expense. They had begun negotiations with a local hotel named Parker House to acquire all the furnishings necessary to equip the Youth Center. Furhter, explorations had been made by the Steering Committee into the possibility of receiving state funds through a linking of the RYC program to the Youth Services Board or the Division of Child Guardianship of the state. Both agencies are equipped to pay up to $100.00 per week for services and personal care provided to a youth under their jurisdiction.

The TRI-RYC representative explained to the Committee that Washington had informed the Institute the previous week that approximately $100,000. would be made available for RYCs, as seed money on a one-year-only basis. The funds allocated to a single center were not to exceed $50,000 or 1/3 of the budget, whichever was less, and the burden of responsibility was to be on the local community and the state to assume the remaining 2/3 of the total budget.

The Steering Committee and the TRI-RYC representatives made a survey of several potential sites for the facility in the South End area. Before they departed, the TRI-RYC representatives agreed to write and forward to the Committee for their editing a rough RYC proposal. The proposal would offer two possible formats: one for a Residential Youth Center handling 20 to 25 youths and another for two small residential centers, each with a 15-boy capacity. ABCD and the Mayor's Office agreed to the following:

1. To do everything possible to obtain written commitments concerning the physical facility, the donation of furniture and equipment from Parker House, and the donation of renovation services by Associated General Contractors;

2. To provide the TRI-RYC at least six case histories of youths enrolled in either the Neighborhood Youth Corps or the Concentrated Employment Program;

3. To decide who was to be the contracting agent for the Youth Center;

4. To inquire into the possibility of obtaining monies from the State through an arrangement to set aside half of the beds in the RYC for wards of the State provided for by the Youth Services Board.

5. To make every effort to arrange a sub-contracting agreement with one of the area universities for the research aspects of the program;

6. If Associated General Contractors were to do the renovating of the facility, to ask that they submit a preliminary set of plans that would outline the types of work to be done, estimated costs, and, above all, estimated time on renovations.

Further, the liaison to the Mayor's Office was to inquire into the possibility of obtaining State monies under the Juvenile Delinquency Act and the Safe Streets Act. The Steering Committee was to try to raise monies, either actual or in-kind, to fulfill the 2/3 local and state contribution to the total budget.

These tasks were to be completed by all parties within approximately a month, following which the TRI-RYC would send another two-man team to Boston to meet with ABCD, the Mayor's representative, and the Steering Committee.

On March 28, 1969, the Executive Director of the TRI-RYC received a letter from the Executive Director of DARE, Inc. (Dynamic Action Residence Enterprise), an organization which operates two residential facilities for youths in Boston, DARE House and Hillside House. The Director of DARE explained that he had visited the New Haven RYC several years ago and had recently learned that TRI-RYC was in the process of establishing a similar center in Boston, in conjunction with ABCD. He stated his conviction that ABCD was not fully qualified to run a program of this sort and enclosed information describing the DARE and Hillside Houses. DARE's residential facilities, as described in the literature, seemed to resemble very closely the RYC in New Haven.

This letter was the TRI-RYC's first contact with DARE, Inc. which was to become the sub-contractor charged with the day-to-day administration of the Boston RYC.

During the second week in April, one of the TRI-RYC's Field Specialists visited Boston to attend a meeting of the Steering Committee, to which the Mayor's representative had invited the Director of DARE. Following the meeting, he visited DARE and Hillside Houses, and observed one of the interaction groups at Hillside. He was at that time favorably impressed by the competence of DARE's Director and and quality of that organization's programs.

DARE's Director expressed at this time his wish that his organization be designated the prime contractor for the Boston RYC. He felt that DARE, with its experience in residential programs, could administer the program much more effectively than ABCD. He did not favor a joint administrative arrangement between DARE and ABCD.

Shortly thereafter, a meeting was arranged at the TRI-RYC between representatives of ABCD , DARE, and the Mayor's Office. At this meeting a great deal of animosity was expressed between DARE and ABCD, with the Mayor's representative cast into the role of mediator. The representatives of the two organizations were each concerned with pointing out the inadequacies of the other organization's programs, with showing the worth of his own organizations programs, and insisting that his own organization be designated the prime contractor. The meeting was characterized by an almost total lack of trust between the two organizations.

ABCD was willing to admit its own lack of expertise in the field of residential programs and was willing that DARE be sub-contracted for the actual day-to-day operation of the program. DARE, however, wished to be designated sole contractor for the RYC. The sub-contractual arrangement proposed by ABCD was unacceptable to DARE because it provided that the activities of DARE were to be

monitored but those of ABCD were not. DARE was not willing to trust ABCD under such an agreement.

Eventually the TRI-RYC was able to propose a compromise tentatively acceptable to both organizations. ABCD was to be designated the prime contractor. DARE would be designated as sub-contractor and charged with the day-to-day operation of the Center. All outside funding monies would be processed through and overseen by the Steering Committee. DARE would bill the RYC monthly for its own expenses in staff salaries and the operation of the program. This bill would be approved by the Steering Committee and paid by ABCD. Through this arrangement the Steering Committee would monitor both DARE and ABCD.

Following the meeting, the TRI-RYC staff discussed the preceding events and it was decided that the Deputy Director and the Business Manager of the TRI-RYC would visit DARE's residential houses and make their own evaluation of the nature of the programs.

On April 23, 1969, they visited DARE House and Hillside House. At DARE house, they found only 3 residents in the program. All were white and of middle-class background. None of the three was enrolled in school or employed at the time. The Director of DARE explained that the program was in a period of transition, that they had had difficulties with the Youth Bureau and State Welfare regarding the refferral of youths to the house, and that since its inception DARE, Inc. had had been forced to operate the two houses on a bare subsistance budget. He said that previously the house had had some black residents, but at the time they were having difficulty attracting black youths into the program. At that time, the Director was the only full-time staff member of DARE House.

Hillside House is a large, three-family facility. Living in the house at the time of the visit were a live-in couple with two children of their own living in an apartment on the first floor, 3 residents living on the second floor, and

a second live-in couple with one child of their own living in an apartment on the third floor. Several rooms in the basement were in the process of being renovated to house additional residents. The nature of the house seemed effectively to separate the residents from the live-in staff, and one of the live-in wives confirmed that she never had any contact with the youths living in the house.

The TRI-RYC representatives felt that the DARE residential programs did not, in fact, resemble the New Haven RYC. The types of roles and relationships that existed between the residents and the staffs seemed very inadequate. The residents were not from the community in which the house was located, so that work with the families of residents was impossible. The TRI-RYC representatives left Boston with strong doubts as to the ability of DARE, Inc. to administer the Boston RYC.

On May 5, two Field Specialists visited Boston in order to survey possible sites and to meet with ABCD, DARE, the Mayor's representative, and the Steering Committee. ABCD and DARE were unable to agree to each other's proposals for the contractual arrangements and the relationship between the two organizations was one of strong antagonism. Near the end of the Steering Committee meeting, the representatives of the TRI-RYC submitted to the committee their recommendation "that ABCD be made sole, prime contractor with full responsibility to open and run the RYC," however a final decision was not made at this time.

Soon thereafter, the staff of the TRI-RYC met to discuss the situation in Boston and to determine whether or not the Institute wished to work with both agencies:

--- If the decision was made to work with both ABCD and DARE, what was to be the operational arrangement between the two?

--- If it was felt that the coordination of the two organizations was undesireable or impossible, which of the agencies was to be chosen to administer

the Boston Residential Youth Center?

It was determined at this time that neither agency would be able to open and operate the RYC without the aid and cooperation of the other. DARE lacked the tie-in to a Manpower program necessary for the program to receive Department of Labor funds. ABCD has its own Manpower program, but would not be able to obtain the needed state contribution from the Division of Child Guardianship (DCG) of the Department of Public Welfare of the Commonwealth of Massachusetts. The relationships between Boston's community action agency and the Division of Child Guardianship was very poor one. However, DARE, Inc. had an excellent working relationship with the DCG and was able to obtain from the state a commitment to the support of 12 residents of the RYC at $60. per week per resident. This would constitute an annual contribution by the State of Massachusetts of $37,440. to the Residential Youth Center program. Moreover, DARE was able to provide an $11,000. commitment to the program to cover the use of the physical facility.

On May 13, the Executive Director, Business Manager, and Field Specialist of the TRY-RYC met in Boston with representatives of ABCD, DARE, Inc. and the Mayor's Office. At this time it was explained by the TRI-RYC that ABCD was to be designated the prime contractor for the Boston RYC. DARE, Inc. was offered participation in the program as "co-equal partner" with ABCD in the operation of the program. The Executive Director of DARE, Inc. was willing to agree to this arrangement.

The Proposal

The proposal for the Boston, Massachusetts Residential Youth Center was prepared on May 27, 1969 by the Field Specialist of the TRI-RYC and representative of Manpower Program Development of Action for Boston Community Development, Inc. It provides for total budget for the first year of operation of $128,945. "In keeping with the desire of the Department of Labor in Washington, D.C. to explore possibilities of local input, the Boston community has become substantially involved in the funding of (the) youth center," as follows:

DARE, Inc. committed itself to a contribution of $16,000. to the program, $11,000. "for the use of the physical facility" and $5,000. for Consultation Fees;

Parker House of Boston, Massachusetts promised to donate furniture for 15 bedrooms in the RYC, a contribution valued at $3,787.50;

The Youth Opportunity Program of the City of Boston agreed to "purchase equipment usch as living room furniture, typewriters, desks, chairs, and tables as needed by the program up to an evaluation of $4,000;

The Division of Child Guardianship of the Department of Public Welfare of the Commonwealth of Massachusetts to provide funds for the support of 12 residents at $60. per resident per week, which comprises an annual contribution to the program of $37.440.

The New Careers Program of ABCD agreed to provide $4,000. for each of 6 staff positions in the Residential Youth Center (3 RYC workers, 2 live-in counselors, 1 cook-RYC worker). The total contribution of New Careers funds amounted to $24,000.

The local and state contributions totaled $85,227. representing more than 2/3 of the total budget for the program. The sum of $43,718 was requested of the Department of Labor to complete the budget.

The final agreement reached between ABCD and DARE provided that "all federal funds will be deposited in a separate account by ABCD to be used only for the direct support of its residents." "All non-federal funds will be deposited in the name of a 'DARE-RYC' account and will be used only for the direct support of the center or its residents and/or for the establishment of additional Residential Youth Centers." An Advisory Committee of not more than 12 members who, as individuals or as representatives of agencies, have demonstrated their interest and involvement in the RYC would serve as advisor and guardian of the DARE-RYC. A Liaison Officer mutually acceptable to all the parties concerned (TRI-RYC, ABCD, and DARE) would perform the daily monitoring of DARE-RYC, would serve to "establish and maintain the spirit of partnership between all parties concerned in the establishment of Residential Youth Centers in Boston", and would keep the Advisory Committee informed of events regarding the RYC. The Program Developer of ABCD who has been directly involved in all stages of the development of the Boston RYC was selected as Liaison Officer.

It is profoundly to be wished that this elaborate arrangement will provide some semblance of a working relationship between DARE and ABCD.

The Staff

On July 21-22, two Field Specialists from the TRI-RYC made a trip to Boston to participate, with representatives of ABCD and DARE, in the selection of the Director of the Boston RYC. The man selected as Director of the RYC is a black man, 33 years old, previously the Director of the L Building Community Center, a part of the Neighborhood Service Center Program of the Department of Mental Health, Boston State Hospital. In that capacity he organized the Community Outreach Program, directed the tutoring program, and re-organized the Group Work program, changing its focus to issues of self-pride and group self-help. He has formerly worked as the Program Director of the Harriet Tubman House in the South End of Boston and as a Cottage Master for the Youth Services Board.

On August 15, after visiting the New Haven Residential Youth Center to familiarize himself with the program, the RYC Director, with representatives of ABCD and DARE, selected his Deputy Director. The Deputy Director holds a Fourth Year Diploma from the Museum School of Fine Arts (Boston) and a Bachelor of Science in Education Degree from the Department of Special Studies at Tufts University. He was previously employed as a Special Service Assistant to the Lena Park Center, L Building, Boston State Hospital, as Photography Director of a community project in Dorchester known as "Summerthing", and as Photography Director and Consultant in Art to the Summer Cultural Enrichment Program of Operation Exodus in Roxbury, Massachusetts.

The Director and Deputy Director of the RYC received two-week training at the New Haven Residential Youth Center and the TRI-RYC from August 18 to August 29, 1969.

The staff of the RYC were first selected by the Director of the RYC with the approval of DARE and ABCD and then processed through the New Careers program of ABCD. New Careers did not exert control over the staff selection.

All staff members other than the Director and Deputy Director officially came on board September 8. They are indigenous non-professionals with varied prior backgrounds including employment as a shoe salesman, an auto mechanic, a counselor at a boys' school in Dorchester, a musician in the Marine Corps band. Following a two-week orientation program conducted by New Careers, the staff began training by the TRI-RYC on September 22, to be completed October 3.

The Site

Early in the development of the Boston RYC it was hoped that renovation work on the facility would be provided free of charge by a contracting firm known as Associated General Contractors. It was their intention to obtain a house from Boston Redevelopment agency, a house which was owned by the city rather than by an individual or private organization, and rehabilitate the house at their own expense as a showcase of innovative architectural design. However, the houses available from Redevelopment consisted simply of outside shells, houses whose interiors had been entirely gutted. Any of these houses would have required between $50,000 and $100,000 to rehabilitate, a cost which was prohibitive.

On May 27, one of the Field Specialists of the TRI-RYC and representatives of ABCD made the selection of 955-957 Blue Hill Avenue, in Dorchester, as the site of the Boston Residential Youth Center. The facility, a three-story red brick building with two front entrances, is located within a middle-class neighborhood which several years ago was predominantly Jewish. The Neighborhood is presently in a state of flux; it is moving in the direction of becoming a predominantly black area.

The site is within a short distance of several components of Boston's Manpower program --- the Dorchester Orientation Center, the Dorchester Neighborhood Employment Center, the Roxbury Neighborhood Employment Center, and the NYC Orientation Center.

Because the facility selected was private property rather than city owned, the original plan for renovations developed with Associated General Contractors could not be carried out. The house was acquired by DARE, Inc. Program (who has, since the earliest days, spearheaded the development of the Boston RYC) negotiated an arrangement with a small private contractor to supervise work crews

of enrollees in the Youth Opportunity Program.

Renovations were begun on August 18 and much of the work is being successfully carried out by the Youth Opportunity work crews and additional manpower supplied by the city. For example, the tiling of bathrooms and kitchen is being done by an instructor in ABCD's skill training program, with the assistance of youths trained in that program.

Renovations are scheduled to be completed and the Residential Youth Center opened during the first week of October.

The University

It was the original anticipation of the TRI-RYC that it would be possible to develop a research and training relationship between the Boston Residential Youth Center and the Department of Special Education at Boston University through the Chairman of that Department. He had formerly taught at Southern Connecticut State College, had been in contact with the Yale Psycho-Eudcational Clinic, and was familiar with the Residential Youth Center program. Moreover, he had demonstrated an interest in the university and the community in a manner consistent with the orientation of the TRI-RYC.

However, in the spring of 1969, he left Boston University to become Chairman of the Education Department of Syracuse University. It is to be noted in this experience and in that encountered in other cities the extent to which university-community ties develop from the personal interests of individuals within the university rather than resulting from decisions of potentially relevant university departments.

DARE, Inc. had, prior to their involvement with the RYC, established consulting ties with the Department of Community Psychiatry at Boston University. When DARE became administratively involved in the RYC, the Executive Director of DARE assumed responsibility for the development of university ties with either Boston University or Brandeis University. These possibilities are being explored by DARE at the present time.

IV. Cleveland, Ohio

The City

Cleveland, Ohio is a city struggling --- with mixed success --- to reverse the path of its recent history, to begin to change the situation of urban deterioration rather than to be wholly destroyed by it. The present state of the city makes clear, however, that its problems are very far from solution.

"The City of Cleveland has a total population of 810,858 and is the major population center of metropolitan area of 2½ million residents. While the population of the City of Cleveland has been declining with a loss of 7.4 per cent recorded from 1960 to 1965.

"The black population of the city is 276,376 or 34.1 per cent of the total. While the total population has decreased 7.4 per cent, the white population has decreased 14.7 per cent and the non-white population increased 10.4 per cent from 1960 to 1965. Seventy per cent of the non-whites, totaling 199,411, are concentrated in four poverty neighborhoods where 90.5 per cent of the population is Negro ....

"There were 3,860 high school dropouts in the Cleveland Public School System during the 1967-1969 school year. Drop-out rates for individual high schools ranged from 6.2 to 19.2 per cent, for an average rate of 12.4 per cent. The figures do not include more than 800 pupils who dropped out below the tenth grade." (From statistical data assembled by AIM-JOBS for the TRI-RYC.)

The Hough area is Cleveland's largest ghetto area. It is approximately 90.5 per cent Black. Prior to 1934, the Hough area was predominantly white. The great waves of the migration of black people North in the years before World War II brought many people to Cleveland, where they decided to stay rather than continue North to Chicago or Detroit. With the exception of two new cooperative housing developments, the Hough area consists almost entirely of brick tenement

buildings, 65-80 years old, each containing 6 to 8 families. There is a desperate need for vast amounts of new low-income housing in the area.

Hough also contains a significant amount of heavy industry --- pipe factories, lock factories, garment factories, as well as Ford Motor Company and Fisher Body plants. The crime rate is extraordinarily high, even as compared with other Northern industrial cities. Prostitution, narcotics, violent assault, armed robbery, rape all constitute daily occurrences.

Cleveland's nationally-watched black mayor is running for re-election this fall. His is a well-known face within the ghetto community, highly respected on the streets of Hough. The mayor is responsible for the two new cooperative housing developments presently under construction in Hough and has worked hard to improve and expand Hough's black business community.

At the present time, the Mayor's handling of a case involving the impending execution of a black nationalist leader convicted of the murder of Cleveland policemen does not seem to have significantly damaged his popularity among the black population --- although the situation remains potentially volatile.

The white business community has also given its support to the Mayor, who has indicated that he is able to attract Federal monies to Cleveland for the redevelopment of the downtown area. At this time, it seems evident that the Mayor will be re-elected this year.

Despite his personal popularity, the Mayor's authority and power are clearly limited by the nature of the city's Council form of government. The power of the city is fragmented among the City Councilmen who function as "little mayors", with virtual control over physical and human urban renewal projects within their respective districts. The power of the Mayor's office is almost totally ineffectual when faced with the opposition of one of the Councilmen. As we will see, this

situation repeatedly affected the selection of a site for the Residential Youth Center in Cleveland.

AIM-JOBS a private non-profit corporation, is the city's CAP agency, coordinating all anti-poverty programs within the city. AIM-JOBS is also the Prime Subcontractor of the City of Cleveland's Concentrated Employment Program. This program consists of Outreach recruitment centers, located within ghetto areas and staffed by personnel indigenous to those neighborhoods, medical examination and treatment, day care facilities for dependent children of CEP participants, job orientation, placement counseling, job development, vocational training, and New Careers components.

Since the implementation of the Outreach Centers this summer, AIM-JOBS has developed fairly good ties with the black community. However, relations with white and Puerto Rican youths are quite unsuccessful. 91 per cent of the participants in the various AIM-JOBS programs are black. It must also be noted, however, that approximately 75 per cent of the enrollees are female. It is hoped that the development of the Cleveland RYC will serve to increase the enrollment of black and white males in the Concentrated Employment Program.

The Beginning

In the first months of 1969, the Department of Labor informed the TRI-RYC that its Concentrated Employment Program (CEP) had decided to provide financial support for RYCs to be developed as support programs in CEP cities. The initiative had come from the Office of Manpower Program Evaluation and Research (OMPER) which had convinced CEP of the value of the Residential Youth Center program and had agreed itself to provide $50,000 into each of two RYC programs for the initial tool-up period. This contribution by OMPER totaling $100,000 was in addition to the $100,000 of OMPER Experiment and Demonstration funds previously committed to new RYCs. Following the tool-up period the Concentrated Employment Program would assume 100% funding responsibility for the Youth Centers.

On March 5-6, a representative of the CEP administration in Washington visited the New Haven Residential Youth Center. He returned to Washington with a very favorable impression of the program and began a review of the cities in which CEP was operating. The review sought to determine which cities offered the greatest feasibility for the opening of a Residential Youth Center on the basis of (a) the quality of the CEP operation within that city, and (b) the proximity of that city ot the TRI-RYC in New Haven.

The decision to develop a Residential Youth Center in Cleveland was made by the Department of Labor on the basis of two criteria, one explicit, the other implicit. On the explicit level, the review of Concentrated Employment Programs indicated that the CEP operation in Cleveland was among the best in the Eastern United States. The sponsor of the CEP operation is the City of Cleveland and the prime subcontractor is AIM-JOBS, Inc. On the implicit level it seems clear that the designation of the City of Cleveland as the prime sponsor of a Residential Youth Center was intended as a means of providing some political support and

recognition to the Mayor of Cleveland.

On March 20-21, the Executive Director and Deputy Director of the TRI-RYC as well as the Institute's Project Officer from the Manpower Administration of the Department of Labor made the initial visit to Cleveland to meet with the Director and Deputy Director of AIM-JOBS and the representative of the Mayor's Office --- the Director of the city's Department of Human Resources and Economic Development. The initial agreements were worked out at that time; the proposal was written by a Field Specialist of the TRI-RYC and the Assistant to the Project Director at AIM-JOBS during the first week of May and submitted to Washington on May 8.

The contract was approved by the Department of Labor effective June 1, 1969.

As this chronology of events makes clear, the fact that funding of the Cleveland RYC was 100% assured from the Department of Labor eliminated most if not all of the pre-contract delays which plagued the development of RYCs in other cities, most notably Bridgeport and Boston.

The Proposal

The proposal for a Residential Youth Center in Cleveland, Ohio was written during the first week in May by one of the Field Specialists of the TRI-RYC and the Assistant to the Project Director of AIM-JOBS. It was submitted to Washington on May 8 and the contract, designating the City of Cleveland as the prime sponsor of the program, was approved by Washington on May 28, to be effective June 1.

The Manpower Administration of the Department of Labor agreed to provide $50,598 for the 90 day tool-up period from June 1 to August 31, 1969. It was further provided that, beginning September 1, 1969, the Cleveland RYC would be funded for the remainder of its first year by the Concentrated Employment Program through Cleveland's regular CEP contract.

The monies given for the 90-day tool-up period were to be provided in "installments" for 3 periods of 30 days each. On July 9, when the Director, Business Manager, and Field Specialist of the TRI-RYC visited Cleveland to clarify the roles and responsibilities of the prime and sub-contractors, it was discovered that the request for funds for the initial period from June 1 to June 30 had never been submitted to Washington by the City of Cleveland. The request was drafted at that time by the representatives of the TRI-RYC. These funds were received by the City of Cleveland on July 29.

The sub-contract between the City of Cleveland and AIM-JOBS, providing that the City reserved to itself control over the selection of a site for the RYC and that AIM-JOBS was to be charged with the actual administration of the program, was not completed by the two agencies until the middle of August. Due to this delay in completing the subcontract and due as well to simple administrative failure of the two agencies, AIM-JOBS was not informed until August 22, 1969 that the operating funds received July 29, 1969 for the operating period June 1 to June 30,

1969 could be picked up from the City of Cleveland. The check to cover this period was received by AIM-JOBS on August 25, and the RYC bank account was finally opened on September 5, 1969.

Following the failure of the City to request operating funds for the second and third 30-day periods, the request was drafted by the respresentatives of the TRI-RYC and delivered by hand in Washington on September 23 while representatives of the Cleveland RYC and the TRI-RYC were in that city to secure approval of the lease of the RYC facility.

The Staff

The Director of the RYC was chosen jointly by representatives of AIM-JOBS, the TRI-RYC, and the City of Cleveland's Department of Human Resources and Economic Development. He was interviewed on May 22, se ected during the first week in June, and, after completing the school year as an elementary school teacher in Kalamazoo, Michigan, he came on salary June 15. The Director is 28 years old and holds a B.S. degree in Elementary Education from Western Michigan University. The Deputy Director was selected at the same time. He had previously been the Coordinator of the Personal Hygiene Program of AIM-JOBS. He holds a B.S. degree in Physical Education from Jackson (Miss.) State College, and has formerly been employed as an Assistant Football Coach and Track Coach at South Carolina State College and a community worker for the Ohio State Employment Service.

The Director and Deputy Director began their training at the New Haven Residential Youth Center and the TRI-RYC on June 15, their first day of employment in their new positions. By the time they returned to Cleveland on June 28, they had repeatedly demonstrated their unique ability to assess their own strengths and weaknesses, to pinpoint those areas of training and knowledge, and to integrate the training they received with their own personalities and abilities. They showed themselves to be men of extraordinary understanding and competence.

Upon returning to Cleveland, the Director and Deputy Director began to assemble their staff. It was their feeling at that time that the $4800 provided in the budget of the RYC for the hiring of a Secretary-Bookkeeper-Receptionist was inadequate. They discussed the situation with the Director of Administration/Finance and the Deputy Director of AIM-JOBS. Both concurred that the salary provided was unrealistically low.

Their first preference for the position was a woman employed at AIM-JOBS as a bookkeeper, at a salary of $6300. The Director of the RYC reports in his diary that "Upon finding out that we were interested in her, her supervisor... told her that he was going to raise her pay to $6700." They requested approval AIM-JOBS to hire her at $7000 per year, but the Executive Director of AIM-JOBS refused to approve the increase, causing the program to lose that secretary.

During the period from July 7, to July 11 the Director and Deputy Director of the RYC conducted interviews for the staff positions outlined in the RYC contract. The Director reports that "In order to hire the people we had selected, we had to submit to (the Director of AIM-JOBS) an 'overall rational for hiring the entire staff', and then we had to submit individual rational information for each staff member. After receiving the approval of the Director of AIM-JOBS, they were required to secure the approval of the Manpower Area Representative.

The request for hiring staff first went to the Deputy Director of AIM-JOBS on July 14. "We were able to get hiring approval by July 22, only after (the RYC Deputy Director) and myself handcarried the request for hiring from AIM-JOBS to (the Manpower Area Representative's) office, and physically waited for his approval," reports the Director of the Cleveland Residential Youth Center.

The staff selected and eventually approved represent a wide-cross-section of educational backgrounds and employment experiences, from a high school general certificate to a B.A. degree in Journalism, from a corefitter assembler to the Director of the Cleveland Black Arts Threatre.

During the week August 25-29, while the opening of the program was being delayed because of repeated difficulties in securing a site (as discussed in the following section), the Deputy Director of the RYC conducted staff training dealing with the nature of Cleveland's inner

city communities and the structure of the families of inner-city residents. During the period of September 2-5, the Director of the RYC conducted staff training concerning the nature of groups and the processes of group interaction.

On September 1 and 3, interviews were held for the position of Administrative Assistant. On September 3 a young woman was selected as the Administrative Assistant and , on September 5, approval of the person selected was received from the Director of AIM-JOBS.

In the early weeks of July, in order to be allowed to change the salary range and job title from Secretary-Receptionist-Bookkeeper at $4800 per year to Administrative Assistant at $5800 - $6500, the Director of the RYC was required to submit to the Manpower Area Representative a statement of the duties and qualifications of the position. The Director reports that "Being that this was the first time I have ever had to do a form of this nature, one of the qualifications I listed is that the candidate had to be 28 years old or older. When I personally presented this form to (the Manpower Area Representative), he informed me that I could not have a minimum age limit, due to the fact that this was discrimination because of age and was a violation of the Fair Employment Practices Law. (The Manpower Representative) stated that I should have listed this as 'shows maturity' and he would change it."

On September 15, the Director of the RYC was informed by the Dupty Director of AIM-JOBS that the Manpower Area Representative had refused approval of the Administrative Assistant selected on September 3. The rational given by the Manpower Representative for his refusal was that, although the young woman selected possessed all the qualifications considered necessary for an Administrative Assistant, she was only 22 years old and therefore was ineligible for the position due to requirement that the Administrative Assistant be 28 years old or older.

On September 17, the Director of the RYC arranged for the woman selected as Administrative Assistant to be personally interviewed by the Manpower Area Representative. Following that interview, approval for her hiring was finally granted.

From October 6 to October 17 training for the entire staff of the Cleveland Residential Youth Center will be conducted in Cleveland by the TRI-RYC.

The Site

Certainly the clearest lesson learned by the TRI-RYC during its first year of operation is that the selection of a site for a Residential Youth Center cannot be considered a mere technical detail easily taken care of. Nowhere was the lesson clearer or more intensely frustrating and painful than in the City of Cleveland.

On May 22, the TRI-RYC Field Specialist, the Deputy Director of AIM-JOBS, and the Manpower Commissioner of the City of Cleveland selected a site for the RYC at 1818 E. 89th Street, within the Hough area. While the Director and Deputy Director of the RYC were in New Haven for training the TRI-RYC Field Specialist received word from AIM-JOBS that contractors had inspected the site and had said that they could complete renovations of the building 30 days from the date they first entered. However, upon their arrival back in Cleveland, the Director and Deputy Director of the RYC learned that no contractor had been in the building. They were given the name of the real estate agent handling the property and told to contact him.

After contacting the real estate agent and having a contractor finally inspect the building a draw up the renovation plans, the Director and Deputy Director were informed that three different bids would have to be submitted for contracting services before a contractor could be finally selected.

On July 9, the Executive Director, Business Manager, and Field Specialist of the TRI-RYC, and the Director and Deputy Director of the Cleveland RYC met with the Director and Deputy Director of the Department of Human Resources and Economic Development of the City of Cleveland, and the Deputy Director of AIM-JOBS to clarify the roles and responsibilities of all individuals and organizations involved in the development of the Cleveland RYC.

The Director and Deputy Director of the RYC had been confronted with

repeated difficulties in their attempts to receive a copy of the sub-contract between the City of Cleveland and AIM-JOBS, to obtain funds for the hiring of staff and the purchasing of furniture and equipment, and to arrange for the finalization and renovation of the site. Moreover, the question concerning to whom the Director and Deputy Director were administratively responsible had never been clarified.

At this time, the Director of the Department of Human Resources stated that he would delegate all responsibility for the administration of the RYC to AIM-JOBS, but that the City would reserve the right of approval of final site selection. The Director of the RYC reports in his diary that "His rationale for reserving this right was that he still had important legislation that he had to pass through the city council and he was not going to take a chance on alienating any of the councilmen who might later block his legislation because we had moved a RYC into his ward without his permission." This meant that each of the city councilmen was to have total veto power over all possible sites within his district.

Near the end of July, the Project Director of AIM-JOBS arranged a a meeting between the Director of the Department of Human Resources, himself, the Director of the RYC and the councilman within whose ward 1818 E. 89th Street is located to seek his approval of the site selection. The owner of the property had agreed to lease the facility to the RYC.

At this meeting the councilman refused to give his permission for the program to locate at the chosen location. He stated that his constituents would show very strong opposition to a program of this type moving onto 89th Street. He said that the RYC program could look for another house within a specified section comprising approximately one-fourth of his ward. He also stated with a very clearly visible absence of enthusiasm, that he would keep his eyes open for another facility for the program.

After being turned down by the councilman, the entire 9-member RYC staff began to survey Cleveland for another site. On August 1, 1969 a second potential site was found at 11310 Wade Park Avenue. Thie physical facility was considered ideal for the RYC. This site is in the Wade Park district of Cleveland, an upper-middle-class black community, whose residents are largely professional people. It is a well-kept and exclusive community of one-family houses and two-car families. The area was formerly racially mixed, but within the last 10 years it has changed to an all-black neighborhood.

The Deputy Director of the Department of Human Resources contacted the councilman from the Wade Park area to obtain his approval. The councilman was strongly in favor of the program, but gave the names of three residents of the neighborhood, representing the Wade Park Citizens' Committee, whose approval would have to be obtained before the councilman would give his official assent.

It was found, also, that the present owner of 11310 Wade Park Avenue wanted to sell the house rather than lease it to the RYC. Finally, it would be necessary to apply for a zoning change for the house from a one-family dwelling to a rooming house.

The first of the three Wade Park residents was contacted and it was discovered that she was strongly opposed to the program and declared that she would fight any zoning changes which would enable the house to be used for a Residential Youth Center. While the search continued for a buyer willing to purchase the house and lease it to the RYC, repeated attempts were made to meet with all three of the Wade Park neighborhood representatives. The Wade Park representatives again and again avoided and cancelled meetings with the RYC Director, and eventually it was assumed that it would be impossibel to obtain the approval of the residents of the area.

During the first week of August, the councilman from the area containing the first site (at 1818 E. 89th Street) called to inquire how much money the RYC program was able to pay in rent. He said that a real estate agent had come to him to inquire about the program. The RYC Director informed him that the money available for rent would be approximately $300 per month. The councilman said that this was not enough money and concluded the converation.

On August 11, the entire staff again went into the field to attempt to locate another site. On August 15, the Director and Deputy Director of the RYC inspected a house at 1424 Ansel Road, within the Hough area, which was considered suitable for the RYC. On August 21, a meeting was arranged by the Deputy Director of the Department of Human Resources with the councilman from the area containing the third site, 1424 Ansel Road, and he gave his approval to the location of the program at that site.

When the real estate agent contacted the owner of the house regarding the possiblity of leasing the house to the RYC, he discovered that because the facility was part of some probate estates property, the owner wished to sell rather than lease the house. The real estate agent, however, was willing to purchase the house himself and lease it to the program.

On September 8, the staff of the Cleveland RYC determined that the negotiations for the third site were proceeding too slowly, and began the search for still another site. On september 9 a potential site was located in the Hough area, within the ward of the Councilman who had refused approval of the house at 1818 E. 89th Street. The house was located in the one-fourth section of that ward within which the councilman had suggested they look for another fourth facility was found, the councilman told the Director of the RYC that he did not want the Youth Center located in <u>any</u> part of his ward. He said that the Women's Job Corps Center located in his ward had repeatedly created problems for him and

that he believed that the RYC would prove even more troublesome than the Job Corps Center.

One RYC staff member located a fifth site, at 1805 Crawford, which was located within the ward of the councilman who had refused approval to the first and fourth sites. The staff member suggested that it would be advantageous for the owner of the property instead of the RYC representatives to see the councilman to get his permission to lease the house to the RYC. The RYC Director asked the advice of the Assistant Director of the Department of Human Resources, who suggested that if the program were unable to obtain the third site (1424 Ansel Road) which was still under negotiation, the Director and Deputy Director of the RYC should come to City Hall to explain the program, because the closer it became to the election, the more difficult it would be to obtain the approval of a councilman to locate the facility within his district. The Director of AIM-JOBS recommended at this time that if the fifth site (1805 Crawford) was suitable for the program, the landlord should go ahead and attempt to get the permission of the Councilman.

On September 10, the entire RYC surveyed the house at 1805 Crawford. They felt it was the most desireable facility selected up to that time.
On September 11, the RYC staff met with the owner of the facility at 1805 Crawford. The owner was very interested in leasing the property to the program and felt that the RYC was a very worthwhile project. Moreover, the owner of the property seemed very distrubed over the fact that his councilman had refused permission for the program to locate within the ward. He arranged a meeting with his attorney, who has been an influential figure in Cleveland politics and who might be able to persuade the councilman to allow the program into his ward.

The RYC Director explained to the owner of 1805 Crawford that his house would be a secondary choice because the staff felt that it did not at this time

wish to upset the shaky balance of political forces within the city.

On September 12, the Director of the RYC met with the attorney handling the arrangements for 1424 Ansel Road in behalf of the real estate agent who wished to purchase the facility. He said that he should be able to inform the RYC Director by Monday, September 15, as to whether or not the deal had been finalized.

On the same day, a meeting was held with the attorney for the owner of the property at 1805 Crawford Road. The Director of the RYC reports in his diary, "The meeting was not fruitful because I felt that this attorney was out of touch with reality. He wanted us to write up a detailed description of what the RYC will be doing. Even after I gave him the initial proposal to look at, the owner of the property then wanted us to come over to his house Saturday, September 13, and write up this description. The owner appears only to want to hurry up and get some money for leasing the house to us, without any regard for the situation we might be in if we do take it."

During the week of September 15, a lease on the property at 1424 Ansel Road was obtained; at present, approval of the lease is awaited from Washington.

The endless delays and difficulties resulting from the fragmented and often petty nature of political authority exercised within the City of Cleveland have acted to subvert and dissipate much of the intense excitement which accompanies the beginning of a new program. Much of the responsibility for the extraordinarily long series of problems must be placed on the City of Cleveland which, as prime sponsor of the program, reserved to itself and its councilmen veto power over the location of the site, but refused ever to provide a positive input to enable the program to obtain a facility.

The University

It was originally hoped that the university tie-in with the Cleveland Residential Youth Center could be developed with Case Western Reserve for several reasons:

(1) Case Western is a nationally well-known "prestige" institution;

(2) Several individuals who had been associated with the first Residential Youth Center in New Haven are presently affiliated with Case Western;

(3) The TRI-RYC kenw that Case Western had been previously involved in the evaluation of programs administered by AIM-JOBS, although the nature of that involvement was not known to the TRI-RYC at the time.

Early in April, the Executive Director of the TRI-RYC visited Case Western. He found at that time that the previous relationship between AIM-JOBS and Case Western Reserve was characterized by strong animosity and intense distrust. Moveover, the kind of commitment to action-oriented research which the TRI-RYC sought to develop was not within the present and future plans and concerns of the University. The Director of the TRI-RYC felt (and feels) that in order to receive the kind of commitment necessary for research involvement with a Residential Youth Center, a university had to be found which was willing to change its conception of social science education. (A more comprehensive discussion of these issues is contained in Part IV of this report.)

In the middle of July, the Deputy Director of the Department of Human Resources of the City of Cleveland and the Director of the Cleveland RYC suggested that Cleveland State University be considered for the research involvement. Cleveland State is just beginning the development of an Institute of Urban Affairs---i.e. it is at that stage in its organizational development when it is willing and eager to develop new relationships with action settings. The Deputy Director of

the Institute was formerly a Program Developer for AIM-JOBS.

A second meeting was arranged between the Deputy Director of the Institute of Urban Affairs, the Chairman of the Sociology Department of Cleveland State, the Director and Deputy Director of the Cleveland RYC, and representatives of the TRI-RYC. At this meeting it was agreed that the University would give academic credit to students involved full-time in the RYC setting. It was also provided that a member of the TRI-RYC research staff would return to Cleveland State in the middle of October with a written outline for research, to meet with the students involved and to help in the coordination of their involvement with the RYC.

V Trenton, New Jersey

The City

For Trenton, New Jersey, the chief accomplishment of the city, like the prime objective of many of its citizens, is nothing more grandiose than to survive. Trenton is an old and rough city. Much if not most of its housing pre-dates World War II. The city is desperately in need of huge quantities of new, low-income housing.

The streets of the city are clearly unsafe. Crime, both organized and individual, flourishes throughout the city. The narcotics traffic is heavy and the occurrence of violent crimes is commonplace.

Although there are good-paying jobs to be found within and near the Trenton inner-city, the high crime rates of the city create a situation in which a great deal of "easy money" circulates within the city, and the young people often lose interest in the possibilities of legitimate employment.

The city is divided into well-defined ghetto and semi-suburban areas. The Moneument Park area, known to everyone as Five Points, is the primary black and Puerto Rican ghetto, a neighborhood of tenement, wood frame buildings and three-story row houses located within two blocks of downtown Trenton. The buildings are old, often 60-80 years of age, and contain far more families than they were ever intended to accommodate. The Trenton Family Relocation Agency is unable to alleviate the situation in any way because there simply is no housing to relocate people to.

The city of Trenton contains as well the area known as Chambersburg, an exclusively white Italian and Polish middle class community containing its own downtown district distinct from the downtown of Trenton itself. All of Chamberburg, however, is located within the city limits.

The city's political structure is stable, corrupt, and irrelevant.

People in the city of Trenton are intensely dissatisfied with the state of their city, but do not in any way see the political structure as a means of creating change.

United Progress, Incorporated (UPI), the city's anti-poverty and Concentrated Employment Program (CEP) agency, coordinates employment, job counseling, skill training, Neighborhood Youth Corps, and Legal Services Programs. UPI's large, complex, and startlingly efficient organization is carefully supervised by its Executive Director, a fan who grew up in the streets and who, despite his position, maintains very close ties with Trenton's ghetto community.

UPI has had great difficulty recruiting 16-21 year old ghetto males for its programs. At the present time, UPI's manpower slots --- both NYC and CEP --- are 70 per cent female. As a result of the change in the administration of the neighborhood employment centers from OEO to CEP sponsorship, it was required that the centers subcontract to the state employment for staffing. The centers presently staffed by 1/2 state personnel and 1/2 UPI personnel. It is felt by UPI that one of the reasons for the difficulty attracting young males into its programs is that the state personnel are for the most part white, middle-class people unfamiliar with the dynamics of the ghetto community. However, much of the predominantly black staff of UPI is middle-class in style as well. ("Everyone in suits and ties --- new cars all over the place," reports one of the TRI-RYC Field Specialists.)

Moreover, the flow process of the organization, while extremely efficient, is also highly complex and impersonal:

"If a kid comes to the neighborhood employment center he has a preliminary interview with the receptionist, fills out forms, and is then referred to an interviewer or a counselor. He is then staffed for placement and referred to orientation. He spends two weeks at orientation -- then is placed. The coaches

then pick him up for two weeks --- to talk to his employer, check attendance, etc. After two weeks the coach drops him and the follow-up team picks him up. Follow-up people are part-time and work only at night. Their job is to check on the kids --- ask them if they went to work, etc. There is no more contact with the employer. Nobody has a relationship with a kid that lasts for more than two weeks. Kids just get shuffled from one person to another, but very efficiently. What is needed is one person to remain with kids throughout the process..." (From TRI-RYC field report.)

It is hoped that an RYC worker will be that "one person to remain with the kid" and that the RYC will enable UPI to relate its program more successfully to young ghetto males.

The Beginning

On April 11, 1969 the Deputy Director, Business Manager, and Field Specialist of the TRI-RYC met with the representative of the Concentrated Employment Program in Washington, the Manpower Area Representative, the Deputy Director of the CEP operation in Trenton, and the man holding both the position of Director of Trenton CEP and that of Deputy Director of United Progress, Inc. The Direcotr of UPI was not present at the time.

The Concentrated Employment Program administration in Washington had decided to fund Residential Youth Centers as support programs for their CEP operations. A review of CEPs within the Northeast indicated that Trenton (along with Cleveland, Springfield, Massachusetts, and Pittsburgh) was one of CEP's best operations. (A somewhat more detailed description of the involvement of the Concentrated Employment Program in RYCs is included in the history of the Cleveland RYC.)

On April 11, initial explanations of the RYC model were presented, the need for an RYC in Trenton was discussed, and a site survey and tour of UPI programs by TRI-RYC Field Specialists was arranged for the following month.

On May 8-9 the Deputy Director of UPI (who was, as we noted above, also the Director of Trenton CEP) offered the TRI-RYC Field Specialists and the representative of CEP's administration in Washington a tour of the components of UPI's Manpower program, the TRI-RYC Field Specialists were quite impressed by the complexity and efficient organization of the program, but somewhat concerned over the seeming impersonlity of the procedures of the flow process for enrollees.

At no time during these initial stages in the development of the Trenton RYC had the TRI-RYC Field Specialists met with the Director of UPI. All arrangements were made through his Deputy Director.

It is to be noted that the pre-contract period of the development of the Trenton RYC (like that of the Cleveland, Ohio RYC) was relatively short and trouble free. Both programs are funded by the Concentrated Employment Program with initial monies provided by the Manpower Administration of the Department of Labor.

The Proposal

The proposal for a Residential Youth Center in Trenton, New Jersey was prepared on May 27 by one of the Field Specialists of the TRI-RYC with the help of the Assistant Director and Assistant Project Supervisor of UPI, and submitted to Washington on June 6, 1969. On June 18, a grant of $49,914 was approved by the Manpower Administration of the Department of Labor for the initial 90-day tool-up period from June 30 to September 30, 1969 with the understanding that the cost of the continued operation of the Trenton RYC would be picked up by the Concentrated Employment Program effective September 1, 1969 "as part of and financed through the Trenton CEP contract."

The Staff

Prior to July 9, the TRI-RYC Field Specialists had arranged with the Deputy Director of Trenton's Concentrated Employment Program to set up meetings with neighborhood organizations in the city for the purpose of recruiting potential staff. On the morning of the 9th, the CEP Deputy Director called one of the Field Specialists in New Haven to inform him that the Director and Deputy Director of the Trenton RYC had already been hired and were in the process of wrapping up their old jobs and moving into new office. The Field Specialist reminded him that it had been understood that the TRI-RYC was to be involved in all staff interviews. The Deputy Director of CEP said that he was aware of the interest of the TRI-RYC people but that the Director of UPI had already made the selections. TRI-RYC's Field Specialist explained that the issue involved more than an interest, that in fact it was part of the legal contract that the Institute participate in the selection of the staff, and asked to speak to UPI's Director.

The Director of UPI explained that UPI was charged with administering the RYC program and invited the Field Specialists to come to Trenton to give him an evaluation of the Director and Deputy Director to had selected. He felt, however, that the success or failure of the RYC would reflect on his organization and that he was going to choose the men he felt were right for the job.

It became quite clear that the Director of UPI had little trust for the TRI-RYC representatives --- whom he had never met --- and was adamant about his selection of the Director and Deputy Director for the Trenton RYC.

On the afternoon of July 9, the Field Specialists discussed with the Deputy Director of the TRI-RYC the possibility of withdrawing the Institute's involvement from Trenton for reason of violation of contract.

On Friday, July 11, the Deputy Director and the Field Specialists of the TRI-RYC visited Trenton to meet personally with the Director of UPI. This was

It was arranged that the following week, the Director of UPI and the TRI-RYC representatives would conduct interviews and select the RYC staff. The Field Specialists felt that the newly-chosen Director and Deputy Director should participate in the interviewing and selection of staff because they were the people who would be working most closely with the staff selected. The Director of UPI disagreed, but on Monday, July 14, the Deputy Director of the Trenton RYC participated in staff interviewing and selection.

The interviews proceeded in efficient assembly-line fashion. The Field Specialists and Deputy Director of the RYC had total selection and veto power concerning which persons were to be chosen; nevertheless, the Director of UPI exercised virtual authority over the selection of the staff as a whole because he recruited from within his own organization all the people who were interviewed.

The staff selected are indigenous non-professionals people, almost all of whom were previously employed as community organizers or employment recruiters for UPI. One implication which may be important in the future of the RYC is that the Director of the program and his staff have a relatively small personal stake in each other because the Director did not participate in the selection of his own staff.

The Director and Deputy Director of the Trenton RYC received training at the New Haven Residential Youth Center and the TRI-RYC with the Director and Deputy Director of the Boston youth center on August 18-29. Training of the Trenton staff was conducted by the TRI-RYC on September 8-19.

the first meeting between UPI's Director and any of the TRI-RYC staff. Although or perhaps because the pre-contract period in the history of the Trenton RYC was short and at the time seemingly trouble-free, the personal relationships among people of the various agencies involved had never been developed to the point of a good working coordination. In the case of the Director of UPI, no relationship had been established at all.

At their first meeting, the TRI-RYC representatives learned that the Director of UPI is not a typical program administrator. He is a man who grew up in the streets of Trenton and who remains in close contact with the internal dynamics of the ghetto community. He is a man who keeps strong control of the organization he directs, and he became naturally distrustful of the idea that the Field Specialists of the TRI-RYC from New Haven, Connecticut were stepping in to select the staff of a program administered by UPI.

By the end of the day, the Director of UPI and the representatives of the TRI-RYC had built a strong relationship with each other. The TRI-RYC staff approved the Director and Deputy Director who had been selected. The disagreement had not been with the qualifications of the men slected but only with the way they had been chosen.

The Director of the Trenton Residential Youth Center is 30 years old and a graduate of Trenton High School. He attended college for several years while he was in the Air Force. He was previously employed as the librarian at a Jobs Corps camp, a vocational counselor at UPI, and, most recently, as Deputy Director of the Trenton Neighrobhood Youth Corps, The Deputy Director of the RYC is 27 years and also a graduate of Trenton High School. He has been employed as a Senior Coach and Follow-up Director for UPI. Most recently he was the Asistant Director of the North Trenton Neighborhood Employment Center.

The Site

The Director of United Progress, Inc. originally hoped to locate the Trenton RYC in a racially mixed middle-class suburban area. He felt that the program would "not help the kids by moving them from one side of the street to the other." After the Director and Deputy Director returned from their two-week training in New Haven, they explained the importance of the inner-city location as part of the model of the RYC. The UPI Director agreed.

In late July and early August several houses were located within the inner city which would be suitable for the program. However, it was discovered that houses within the City of Trenton are zoned individually rather than as part of a specified area. Therefore, whatever house was selected for the Residential Youth Center, it would require a zoning variance. In order to obtain a zoning variance it is necessary to obtain the support of various local officials. It was found that many officials were in favor of the program but did not want it located within their districts.

On July 9, a house was located at 474 West State Street in the West Trenton neighborhood which was considered very well suited to the needs of the program. West Trenton is a semi-suburban neighborhood of one and two-family houses, with a racially mixed population of moderate or middle-class income. The landlady owning this property consulted an attorney who advised her to accept only a three year lease. After it was explained to her that government funding policies required the signing of leases for only a one-year period, she was advised by her attorney not to lease the facility to the RYC.

A second facility, at 909 Bellevue, also in the West Trenton area, was found on August 5. This was a facility formerly used as a fraternity house. At the time that the Director and Deputy Director of the RYC came to New Haven for training, it appeared that the program would be able to use this facility.

However, beginning on August 21, some residents of the immediate neighborhood began meeting in each others' homes to organize opposition to placing the RYC in their neighborhood. They were opposed to the idea of 18 to 25 young men living in a house in their neighborhood. They foresaw problems of narcotics, community disorders, crime, and so on. The program received the support of the councilman from that area and of many neighborhood residents, but on September 9, the Director of the RYC received a call at the site of staff training from the Deputy Director of Trenton CEP informing him that the site at 909 Bellevue could not be used for the RYC.

A third facility was found at 3840 North Clinton Avenue in the Central Trenton area. This neighborhood is a racially-mixed moderate to middle-income neighborhood adjacent to the downtown area of the city.

During the second week of September, one of the Field Specialists of the TRI-RYC discovered that the lease drawn up by UPI, which had been rejected by the owners of several potential sites, contained a 60-day escape clause which provided that UPI could give 60-day notice and terminate the lease at any time during the one-year period without any further financial obligation. Added to the high-risk nature of the program itself and the fact that the lease would only run for one year, landlords were also offered the possibility that the program could pull out at any time during that year. It was not surprising that no one wished to lease a facility to the RYC.

The reason UPI included the escape clause was the fact that CEP funds were being held up in Congress and UPI did not wish to commit itself to a year program for which it didn't have funds.

At the present time, CEP funds for the RYC are available and it is very likely that the owner of the first facility at 474 West State Street will lease

that house to the RYC on a one-year contract--with, however, a substantially higher rent than that originally offered. There are no people living in the facility, so that renovations can begin immediately after the lease is signed and approved by Washington.

The University

There is, at the present time,no tie-in of an area university with the Trenton Residential Youth Center program. Until such a research and service relationship is developed, the TRI-RYC will develop and coordinate the implementation of research procedures for the Trenton RYC.

Phase II Report of

Training and Research Institute for Residential Youth Centers, Inc.

Retraining for Residential Youth Centers

(Phase II of Contract No. 42-9-001-7)

First Annual Conference for
Directors and Deputies of
The Residential Youth Centers

May 10, thru 15, 1970

Coordinated by: Wesley T. Forbes
Deputy Director

First Annual Conference of Residential Youth Center Directors and Deputy Directors

May 10-15, 1970

I. Background and History

There are presently in existence seven Residential Youth Centers:

-the Boys' Residential Youth Center in New Haven, Connecticut.

-the Girls' Residential Youth Center in New Haven, Connecticut.

-the AIM Residential Youth Center in Cleveland, Ohio.

-the Genessee County Residential Youth Center in Flint, Michigan.

-the DARE Residential Youth Center in Boston, Massachusetts.

-the ABCD Residential Youth Center in Bridgeport, Connecticut.

-the UPI Residential Youth Center in Trenton, New Jersey.

Centers in Bridgeport, Boston, Cleveland, Flint, and Trenton were established through the Training and Research Institute for Residential Youth Centers (TRI-RYC) in 1969 under a contract with the Department of Labor. The New Haven Centers had been previously established.

The TRI-RYC was contracted in 1970 to provide two cycles of in-service training to the seven existing Centers. (The legal situation regarding TRI-RYC, the Department of Labor, and the seven Centers and its implications for retraining are discussed below.) During the month of March, members of the TRI-RYC staff visited the Trenton, Boston, Bridgeport, Flint and Cleveland Centers and the Boys' Center in New Haven to observe the program and assess the training needs of the Centers.

A. <u>In-Service Training</u>

One cycle of in-service training was conducted at the Trenton RYC, March 15-18, 1970. The program was outlined as follows.

Trenton, New Jersey
In-Service Training
Cycle One
3/15-3/18, 1970

Monday 2-5 -- Community Resources

identification of the agencies and programs that can be used in behalf of RYC residents and a consideration of how to approach such agencies.

Tuesday 2-5 -- Agency Relationships

establishment of ongoing relationships with key agencies--who to contact within the agency and how to approach him (through a consideration of the organizational structure of each agency)

Wednesday 2-5 -- Action Research

consideration of the use of report writing and data gathering as effective clinical tools

Process Consulting--TRI-RYC people will be available to attend all staff meetings and to function as participant/observers.

The training sessions were determined and designed on the basis of a data gathering visit made to the center by TRI-RYC personnel on February 16-17, 1970. It was felt that the sessions outlined above represented the most pressing needs of the center at that particular time. Although there were a host of other training issues relevant to the Trenton RYC, it was the feeling of the TRI-RYC that since all of the youth centers were operational, their highest priority should be their involvement with the residents and the community. "Classroom" training, which while theoretically important, would take away valuable time from this effort, was thus kept at a minimum. In its stead, TRI-RYC trainers made themselves available for informal consulting on any specific

issues that might arise during their stay.

One trainer arrived in Trenton on Sunday evening; the plan was to meet with various staff members informally on Sunday night and to attend the morning staff meeting to get the staffs' reactions to the proposed training program. As it happened, there was no Monday morning staff meeting and the trainer was faced with the prospect of having to jump into the afternoon session cold. The staff came to the 2:00 P.M. meeting with a residue of feeling from the events of the weekend which had not yet had a chance to be aired. It was felt that the scheduled session would have been, at that point, an intrusion on the more pressing problems of the immediate present. The trainer thus decided to postpone the session and participate in the business at hand.

The remainder of the training program proceeded as planned. According to the staff evaluations the program was considered successful, the prevailing opinion being that although TRI-RYC trainers were at times hard on the staff, the sessions were generally quite instructive.

Allowing the relative success of this cycle of training, the events of the first day brought to light a training question that TRI-RYC had been discussing for some time. Given the obvious difficulties of time and distance between TRI-RYC and the youth centers, all cycles of in-service training would be plagued by the problem of the trainer jumping in cold with a staff he had not seen in at least three months--a situation which can severely limit the effectiveness of training. A

number of options concerning this problem were discussed. One possibility was to extend the length of any cycle of in-service training to include time for the trainers to re-establish contact with the center staff. Another alternative was for the TRI-RYC to assist the center in establishing an ongoing in-service training program using local resources. A third possibility, which dealt with the initial training of youth center personnel, was that greater emphasis should be placed on the unique training required of leaders of the Residential Youth Centers, on the preparation of Directors and Deputy Directors for the difficult task of operating the Residential Youth Centers according to the principles of "horizontality" and "shared leadership." Further, it was noted that, with the exception of some overlap in the scheduling of the initial training, and of some visits arranged privately between Center Directors, the leaders of the RYCs had not had an opportunity to meet each other to discuss their programs at any time during the period of establishing the Youth Centers.

B. <u>The Conference Is Born</u>

It was thus concluded that one appropriate vehicle for the in-service training of the seven Residential Youth Centers would be a National Conference of the Directors and Deputy Directors of the seven RYCs. This conference would enable the RYC leaders to come together to share experiences and problems regarding the operation of the Centers with each other and with the TRI-RYC and to develop solutions to these problems.

It was out of this framework that the Conference of Directors and

Deputy Directors was conceived and formulated.

It must also be noted that the National Conference occurred during a period of time in which the TRI-RYC itself was undergoing a major crisis regarding its future direction, the transition of leadership, and the relationship between the TRI-RYC and its new subsidiary organization--the Education and Training Associates, Inc. (ETA). As we shall see, this crisis was to have profound implications for the direction in which the conference ultimately proceeded.

It must also be stated at the outset, insofar as divisions between the RYCs and the TRI-RYC were expressed, that this report has been prepared by the TRI-RYC after discussions with various participants in the conference. In particular, the Director of the Boys' Residential Youth Center in New Haven and the Deputy Director of the Girls' Residential Youth Center in New Haven--who were among the four representatives of all the Centers, chosen by the Directors and Deputy Directors of the various RYCs--were interviewed regarding their perceptions and feelings about the day-by-day process of the conference. This was done in order to provide as wide a view as possible of the conference within this report.

Invitations to the conference were extended to all Directors and Deputy Directors, and explanatory letters were sent to the sponsoring agencies of the various Centers. The Director and Deputy Director of the Trenton RYC, Don Bridgewater and James Taliafero, could not attend the conference. The Director, it was explained, would be on vacation

during the week of the conference and his Deputy Director would have to assume the responsibility of running the house. The Director of the Boston RYC, Harold Hill, could not attend the conference because a recent crisis regarding a resident required his staying at the Center, and in addition there were no funds available within his organization for himself and his Deputy Director, Bill Murphy, to attend. The TRI-RYC explained that they would provide the necessary funds, and the Boston people said that they hoped they would be able to drive down to New Haven for a few days of the conference. However, that arrangement did not turn out to be possible for them. Lastly, the Deputy Director of the Flint RYC, Lloyd Miller, was not able to attend the conference.

II. The Conference

A. Planning

The schedule for the conference was planned as follows. This scheduling was considered to be flexible and open to change by the participants in the conference:

Sunday, May 10, 1970

Event: Social
Holiday Inn, 7:00-10:00 P.M.

Monday, May 11, 1970

Event: Opening of Conference
Holiday Inn
9:00 A.M.-12:00 Noon

Speakers: Joseph Seiler, U.S. Department of Labor
"National Outlook on the Future of Residential Programs"

Seymour Sarason, Department of Psychology, Yale University
"The Creation of New Settings:

Lunch: 12:00 Noon-1:30 P.M.

Speakers: Rev. Edward W. Rodman, St. Paul's Church, New Haven
"Programs and the Community"

Earl T. Braxton, Director of Training, TRI-RYC
"Training Issues in the Residential Centers"

Social Hour: 3:30 P.M.-5:00 P.M.

Tuesday, May 12, 1970

Session: Major Issues in Retraining -
The Relationship between the TRI-RYC and the Centers

9:00 A.M.-12:00 Noon
TRI-RYC Office

TRI-RYC Staff: Earl Braxton, Bob Garofalo

Lunch: 12:00 Noon-1:30 P.M.

Session: Major Areas of Concern in the Administration of a Residential Youth Center

1:30 P.M.-4:00 P.M.
TRI-RYC Office

TRI-RYC Staff: Bob Garofalo, Harrison Mero

Wednesday, May 13, 1970

Session: Recruitment

9:00 A.M.-12:00 Noon
Boys RYC

TRI-RYC Staff: Ed Riggott

Lunch: 12:00 Noon-1:30 P.M.

Session: Leadership

1:30 P.M.-4:00 P.M.
TRI-RYC Office

TRI-RYC Staff: Ira Goldenberg

Thursday, May 14, 1970

Session: Problems of Staff Turnover

9:00 A.M.-12:00 Noon
Girls RYC

TRI-RYC Staff: Ken Libertoff and Barney Brawer

Lunch: 12:00 Noon-1:30 P.M.

Session: Relationship with Parent Agency

1:30 P.M.-4:00 P.M.
Girls RYC

TRI-RYC Staff: Carroll Waters and Ralph Paolillo

Friday, May 15, 1970

Session: Recap and windup of conference

9:00 A.M.-12:00 Noon
TRI-RYC Office

All TRI-RYC Staff

As the conference, in fact, progressed, this schedule was significantly altered. Sessions on Thursday and Friday dealt directly with issues which had arisen in the first three days rather than with the scheduled topics.

B. The Events

The following is a descriptive summary of the events and discussions of the conference week. As a summary, this description does not cover in detail all the events of the week.

Monday, May 11.

The first speaker of the morning session was Joseph Seiler, Project Officer for many of the Youth Centers and for the TRI-RYC within

the Department of Labor. Mr. Seiler stated that the future outlook for residential programs did not look good. The two reasons he gave were related to cost and documentation. He explained that there is little acceptable data on which programs actually are effective; that residential programs are significantly more expensive than other programs; and that, given the lack of adequate analysis and documentation of results, decision-makers within the Government were very likely to choose the less expensive programs. Several members of the audience raised with Mr. Seiler issues concerning the gap between the Government's perception of priorities on the one hand and the "human problems" which are of pressing importance on the other.

Dr. Seymour Sarason of the Yale Psycho-Educational Clinic, which had been directly involved in the development of the two Youth Centers in New Haven, raised questions concerning the development of "helping settings," "questions which go beyond the question of money." Dr. Sarason explained his conviction that it was not possible to develop a program to effectively "deliver services" unless that program was also involved in changing the people who created it and who worked in it. The idea that service to the "clients" could be separated from the personal development of the staff of a setting was an idea which would, from the very beginning of a program's history, set the stage for the program's failure.

After lunch, the Rev. Ed Rodman of St. Paul's Church in New Haven spoke on the relationship of service programs to the processes of revolutionary community change. If a Residential Youth Center, or any

"service" program, acts only to put individuals back together after they have been destroyed by the established agencies--especially the schools--it thereby takes pressure off the schools and supports rather than changes the existing system. Independent of whatever we do, the kids are going to be challenging the schools, pushing for change with the only force they have--the negative force of their ability to disrupt. Unless the government and the schools decide that they are willing to bring the National Guard into the high schools, the disruptive effect will, within a very short time, have reached the point where the schools are simply unable to function. At that point, the school system will look for outside agencies and organizations who can relate to the students, and it will ask those organizations to come in and run the schools. The role, then, for Residential Youth Centers and for organizations such as the TRI-RYC is to establish their integrity with the community, its relationship with the needs and wishes of the community. It is only from such a base of community integrity that organizations such as the Youth Centers and the TRI-RYC will be brought into the school system and be able to bring about some truly meaningful change of the established "system." If these organizations are not appropriate, the kids will keep disrupting and the problems will continue until other organizations who do have community integrity are brought in.

The Directors and Deputy Directors, as well as the staff of the TRI-RYC, felt that Rev. Rodman's talk put into very clear perspective for them the issues of institutional change and the role of the RYCs in

that process.

Earl Braxton, the Director of Training for TRI-RYC, then presented some of the major issues which he saw had arisen in regard to training over the last year. He outlined five areas with which training had to be concerned:

1) The differences between working with males and working with females; the issues of a predominantly female versus a male staff;

2) The relationship of professionals and non-professionals working together;

3) Racial concerns and problems of black-white issues;

4) The differences between those staff who came from an inner-city background and those who came from a non-inner-city background;

5) The division between the college-educated staff people and those who had a "street education" rather than a college education.

He also explained how his ideas about training had changed, that it had become clear that a Center has its ups and downs of functioning. He felt that it was not a question of "jumping on people for not doing their job," but of developing the kind of training to increase peoples' skills and capacities to deal with changing situations.

After the presentations, the discussion continued through the "social hour". At this time, several issues were raised which were to become increasingly the central business of the conference in the days to follow. One of the RYC Directors stated his feelings that during the March visits of the TRI-RYC to his Center, he had been evaluated unfairly. He felt that, instead of being helpful, the TRI-RYC had hurt

him and his program. The question, which remained of importance throughout the conference week, concerned the relationship between help and evaluation, the extent to which the TRI-RYC, which perceives itself as responding to the needs of the Centers, is perceived alternately by the Center Directors as having power of evaluation and as having used that power unfairly and in a manner which was detrimental to the RYC programs.

Other questions were raised Monday afternoon concerning the TRI-RYC's role, the "philosophy" it had promoted, and the nature of retraining. It was felt by many of the Directors and Deputy Directors that the concept of "horizontality" was not workable in the manner in which the TRI-RYC had presented it to the Directors during retraining. These issues were to be raised again in the days to come.

Tuesday, May 12.

Earl Braxton of the TRI-RYC began the morning session by outlining some of the distinctions to be made in regard to retraining, e.g. the difference, in style and implications, between "one-shot" and ongoing training.

One of the RYC Directors stated that he had not received the training he had previously requested, and that he saw little point in discussing the kind of retraining unless he could be sure that he was, in fact, going to receive some retraining. Another of the Directors echoed his feelings, and stated that his Center as well had been denied retraining. At this point, a member of the TRI-RYC staff had pointed out that the situation was more complex than it had been

portrayed, that in the latter case re-training had been planned and arranged but that the RYC Director himself had called the TRI-RYC to cancel the planned training because he felt that some changes which were occurring within his Center would not make it a good time for retraining to occur.

This again raised the issue of the differing ways in which the role of the TRI-RYC and of retraining was perceived by the TRI-RYC and the Center Directors. Retraining was perceived by the TRI-RYC as a means of enabling the Centers to respond positively to the problems which were occurring. Many of the Directors, however, felt that the relation of retraining to <u>evaluation</u> of the Centers was unclear. Again, one of the Directors felt that he had been evaluated and hurt rather than helped by the TRI-RYC, and other Directors expressed fear that the same might occur to them and their Centers.

The unusual and difficult contractual situation between the Department of Labor, the TRI-RYC and the Residential Youth Centers was explained:

> The Department of Labor, Office of Special Manpower Programs, funded the TRI-RYC to provide in-service retraining to the existing seven Residential Youth Centers. However, except for a relatively small amount of funds which would be ending in a very short time, the Office of Special Manpower Programs does not itself have <u>any</u> continuing relationship with the RYCs. In addition, there is no contractual or formal relationship of any kind between the TRI-RYC and <u>any</u> of the

Youth Centers. Therefore, the situation is one in which the Department of Labor has contracted the TRI-RYC to perform services for programs with which neither the TRI-RYC nor the Department of Labor--OSMP has any legal relationship.

This lack of clarity in the formal relationships between the TRI-RYC and the Residential Youth Centers was evidenced in and compounded by the issues and questions which were raised by the Directors and Deputy Directors of the RYCs as to what they felt the relationship and role of the TRI-RYC ought to be.

The discussion Tuesday morning moved on to a number of other points, covering again the question of the nature of retraining, the nature of "horizontality," the difficulties of finding competent staff, methods of interviewing and hiring staff, etc. On a few occasions, members of the TRI-RYC staff commented that the discussion was jumping from point to point and did not seem to be covering each topic adequately before moving on to another. Various of the Directors and Deputy Directors responded that they found the discussion quite helpful, that it was very valuable to them to see that other Directors in the other Centers were having many of the same problems they were.

After lunch, the TRI-RYC staff coordinating the afternoon schedule asked the Directors and Deputies whether they wished to follow the originally-planned agenda or to continue with the discussion which had begun in the morning. The Directors and Deputy Directors stated that they wished to continue the discussion begun in the morning.

Wednesday, May 13.

Wednesday morning's session was held at the Boys Residential Youth Center and was scheduled to deal with the general topic of "Recruitment". This included the criteria for the selection of residents, processes of recruitment, specific problems of recruitment, the cooperation or lack of cooperation of other agencies. The discussion was an open one and consisted largely of reminiscences and comparisons of individual cases of residents within the various Centers. On several occasions, the TRI-RYC staff member sought to focus the group's attention on the larger questions in regard to recruitment.

The Directors and Deputy Directors felt that the discussion as it had proceeded had been very valuable and challenged the right of the TRI-RYC to determine the agenda, to decide what topics were to be discussed at the conference. Eventually, the discussion Wednesday morning came to a discussion of the term "hard-core" as describing the "target population" of the RYCs. The Directors and Deputy Directors stated that there were many different definitions of what "hard-core" meant, not only from Center to Center, but within the TRI-RYC as well.

Finally, it became clear that the Directors and Deputies had developed some strong feelings toward the TRI-RYC; that they felt that there were real internal problems within the TRI-RYC; that the TRI-RYC had taught them a philosophy about "openness" and "horizontality" which they felt the TRI-RYC was not practicing within itself.

These feelings were expressed most clearly by several of the Directors and Deputies and were increasingly supported by the other RYC

Directors and Deputies. Increasingly, throughout the conference, the Directors and Deputies more and more felt themselves to be a group with common "grievances" against the TRI-RYC. These grievances were attributed to internal problems within the TRI-RYC rather than to problems within the Youth Centers.

In the afternoon session on "Leadership" some of the concerns were voiced, but were not adequately resolved. Several members of the TRI-RYC staff stated that they believed that the internal dynamics and problems of the TRI-RYC were being used by the Directors and Deputies to change the topic of the conference away from the Residential Youth Centers and their own roles and on to the "personal agenda" between members of the Institute.

Thursday, May 14.

The scheduled sessions concerning staff turnover and the relationship of the Residential Youth Centers with their parent agencies were replaced by a large meeting of all the conference participants, including virtually the entire TRI-RYC staff. The meeting began with various individuals giving their perceptions of the agenda which had been set the day before--and these perceptions turned out to be very different from each other.

Increasingly throughout the morning, the Directors and Deputy Directors pointed to what they saw as being the problems of the TRI-RYC and accused the TRI-RYC of "not dealing openly" within its own staff group. The group determined not to break for lunch, as the session continued the pressure increased for the TRI-RYC to "deal" with some of its

interpersonal conflicts immediately.

Finally, a number of strong interpersonal feelings within the TRI-RYC were expressed, largely regarding the transition of leadership which the TRI-RYC was undergoing. The Thursday session ended in the late afternoon, the Directors and Deputy Directors feeling that attitudes and emotions which had previously been suppressed had finally "come out." Everyone was very confuced about the meaning of all that had happened, its relevance to the Centers and to the scheduled purpose of the conference, and about where things would be going from that point on.

Friday, May 15.

The "recap and windup" Friday morning left many people unsure where the issues which had been raised during the week were left. Many of the feelings within the Institute and between the Directors and Deputy Directors and the Institute had been "aired" but not truly resolved. The Directors and Deputy Directors felt, however, that one very positive thing had occurred during the conference; they had come together as a group and wished to continue to meet with each other and to further build that group.

For a short time, the Directors and Deputy Directors asked to meet

alone, without the presence of TRI-RYC staff. Following that meeting, they presented the following decisions and requests:

1) On the weekend of June 5,6 1970 a second conference between all the Directors and Deputy Directors and the TRI-RYC would be held in Cleveland, Ohio. This second conference would focus on the role of the TRI-RYC and its relationship to the RYCs.

2) The Directors and Deputy Directors present asked for the names and addresses (home and business) of all the Directors and Deputy Directors of the Youth Centers; that is, specifically for the names and addresses of those Directors and Deputies who had not attended the conference.

3) They asked that a copy of the report on the conference be sent to each sponsoring agency in the form of a letter.

4) The Directors and Deputy Directors who had attended this first conference would personally contact the Directors and Deputies who had not come to inform them of what had occurred and of the second session in Cleveland.

5) The liaisons between the TRI-RYC and the Directors and Deputies of all seven Centers would be:

Fred Osborne, Director, Boys Residential Youth Center, New Haven.

Corky Rogers, Deputy Director, Boys Residential Youth Center, New Haven

Doris Barnes, Director, Girls Residential Youth Center, New Haven.

Rose Rice, Deputy Director, Girls Residential Youth Center, New Haven.

III. Conclusions and Outlook

The Directors and Deputy Directors determined that the scheduled

meeting June 5,6 constituted the most appropriate vehicle for the provision of retraining.

At this point, it is not clear, from the point of view of the TRI-RYC, whether the "coming together of the Directors and Deputies as a group" represents a positive development relevant to improving the nature of the service to residents and community which the Centers provide or whether it served only to focus interest and attention on the TRI-RYC rather than the development of the Centers themselves.

Many of the questions and issues which had been unclear at the beginning of the conference remain unclear at the end of this first session. This includes, of especial importance, the formal and informal relationship of the TRI-RYC, the Department of Labor, and the Residential Youth Centers.

The issues of the "leadership" of settings under a "horizontal" structure had been aired, in the confused context of strong personal feelings, but solutions to the real problems such leadership poses were not developed. It was felt quite strongly that "personal feelings should be brought out into the open," and indeed that airing of feelings did occur throughout the conference. The progress <u>beyond</u> simply the "airing" to developing satisfactory and constructive solutions to both the interpersonal and leadership issues remains to be discussed and developed. Further, the relation of many of the interpersonal and leadership issues

which were raised to the tasks of providing meaningful service to residents and promoting institutional change within the communities in which the RYC programs are imbedded--have not been resolved.

It is to these tasks and questions that future meetings and training sessions must be addressed.

PHASE II TRAINING FOR

RESIDENTIAL YOUTH CENTERS

JUNE 5, 6, 7, 1970

PLACE: CLEVELAND, OHIO

TRI-RYC, INC.
55 Whalley Avenue
New Haven, Connecticut 06511

PHASE II IN-SERVICE TRAINING - JUNE 5-6, 1970 - CLEVELAND, OHIO

INTODUCTION: At the First Annual Conference held at TRI-RYC on May 10-15, 1970, the group of directors and deputy directors present decided to organize a more task-oriented gathering in Cleveland, Ohio to deal further and more concretely with the problems that were raised in New Haven. The consulting role of TRI-RYC constituted Phase I of its contractual in-service training package.

Session I: The morning session of Friday, June 5, began by bringing up to-date those directors and deputies who were unable to attend the conference in New Haven. The meeting there focused on two major issues: Refunding and the role of TRI-RYC.

There seemed to be some question on the part of the Center leaders as to whether TRI-RYC should play a continuing role at all in the development of the Centers. For the TRI-RYC, the funding question was intimately connected to whatever relationship evolved between itself and the individual centers.

Formally, at this point, the TRI-RYC has no administrative relationship with any of the centers. During the first year of the center's development, the TRI-RYC was legally contracted to explore sources of funding but that contract has now expired. The only existing formal link between the centers and the institute is a training contract which provides for no administrative in-put. Refunding is legally the responsibility of each sponsoring agency. The TRI-RYC cannot give administrative aid and assistance unless requested to do so by the individual centers. For the institute, any request for administrative aid

would be contingent upon continued staff development in-put. Thus, the question prior to the refunding question was the nature of the continuing relationship between TRI-RYC and the centers.

The session then turned to a discussion of the individual needs of the centers in order to determine the most appropriate role for TRI-RYC in Phase II of in-service training. Areas covered were:

1. Proposal writing.
2. Staff selection.
3. Resident selection.
4. Organizational structure.
5. Community penetration.
6. Self-help concept as it applies to counseling.
7. Political fighting.

One TRI-RYC consultant observed that to rely solely on the institute for direction in these areas was perhaps overlooking some valuable resources -- namely the other people in the room. A suggestion was made that the leadership from the seven existing centers form an on-going group to consider problem areas on a regular basis and use TRI-RYC as one of many possible resources to render assistance.

Session II: The afternoon session began with each center enumerating its most pressing needs which information would be used by TRI-RYC to design Phase II of the in-service training package. A TRI-RYC consultant observed that TRI-RYC was probably not the best resource to deal with problems that were peculiar to any one location but could be best used to deal with the more generalizable problems involving staff development and administration.

The discussion then turned to the suggestion which ended the morning session - that of becoming an on-going group. First were discussed the logistical problems of getting together on a regular basis - valuable time away from the centers, additional travel money, etc. The decision then covered the need for some more standardized research to provide each center with the same baseline data when discussing solutions to various problems. The final issue dealt with the political reality that some of the RYC's might be faced with extinction very soon. The on-going group could thus be conceived as a support community, an alliance capable of generating more political pressure, on behalf of one of its members, than any one RYC could generate individually.

For the remainder of the afternoon and on through Saturday, June 5, the group broke up into two groups -- one to define the structure of the proposed alliance and the other to consider the common problem areas of the seven youth centers. The views of each committee follow:

STRUCTURE COMMITTEE:

I. Structure

A. Name - the new group was named the National Alliance for Residential Settings (NARS). It was felt that membership should not be limited to the RYC's but should eventually be expanded to include other types of residential youth programs, be they correctional settings or drug rehabilitation centers, etc.

B. Logistics - for the present, two coordinators were appointed to plan activities; Willie Shamblee of Cleveland in the Central Region and Bill Murphy of Boston in the East. TRI-RYC was established as a filtering house

where all reports would be compiled and information disseminated. Wesley Forbes would be the contact person at TRI-RYC.

II. Purpose - to offer to existing centers the security and reinforcement needed to work with youth properly and to explore the possibilities of establishing new centers.

III. Strategies

A. Survival - given that the most immediate problem for at least some of the centers was refunding, a comprehensive review of the existing legislation should be started and up-dated continually. (TRI-RYC is to send out a list of federal resources to each center and center personnel are to take it from there to review the guidelines of each agency more thoroughly and assess how they would affect the center).

B. Conceptual - as a group the Alliance will draw up a unified position of the unique features of the RYC model which would serve as a cohesive force for the existing centers and a conceptual base from which to develop new ones.

C. Political - to sustain their efforts, NARS would establish a power base of political support by:

1. Using the agency and community advisory boards to demonstrate to congressmen the nature and scope of local support which would indicate valuable voting power.

2. Researching the effectiveness of residential programs in order that documentary evidence might be available to legislators.

IV. Problems

A. Commitment - because of the time and energy demands of a youth center, it is difficult to assess what type of commitment can be expected from the Alliance members, particularly in areas where the goals of the Alliance might conflict with those of a particular prime sponsor.

B. Financial - it is also difficult to assess the cost of operating such a group. Two alternatives were discussed:

1. Write a planning grant and look for long range funding for the Alliance as an organization.

2. Write in extra travel money in the budgets of each youth center to cover the cost of bringing the group together periodically.

Problem Committee: The problem committee concerned itself primarily with the operational problems of each youth center in the areas of personnel, staff training, and social action.

I. Staff Selection

a. There should be some indigenous people on staff with the ability to grow. Indigenous people off the street are the hardest to deal with.

b. Age can and should be a factor but there can be flexibility in terms of it. RYC's have had more success with older (20's and up) people and those with some college experience. Maturity is important also.

c. There needs to be a clear definition of job responsibility for all staff.

d. The job offers no incentive.

e. The job offers no security. (This includes all staff positions).

This raises the problem of how do we keep good staff people.

II. Staff Training

a. At least two weeks of orientation are needed for new staff...need to get in a RYC setting and find out what is really happening--similar involvement on the part of the prime sponsor is also necessary.

b. It would be desirable to have an operational manual for job duties for new employees - about twenty pages.

c. We must set-up some unified basis for counseling instead of letting counselor use completely his own skills--this has brought about dilemma on part of staff--not knowing how to approach some youngsters.

d. We need to develop some conceptual awareness in terms of the program--so that staff will feel at ease when they talk to other people about the program.

III. Goals of Center

A. To instill political awareness--

B. To use oneself as a model--finding identity.

C. To find out what the youngster wants to do.

D. To recognize we will not get through to all youngsters.

E. To teach more than survival--we should be trying to look beyond survival.

F. Becoming totally involved with youngsters-often becomes their reasons for being.

G. To realize that instant change is not going to come about, it's an ongoing process.

H. To be able to practice what one preaches (honesty).

I. To get residents out into the community to define their role for themselves there.

IV. Potential Problem Areas

A. Horizontality--the pros and cons--different thoughts in different minds of staff. How do we make it work with the type of people we are working with (i.e., indigenous, non-professional, with street experience)? Should we throw it out completely? Idea not clear about horizontality--training period too short.

B. Freedom of involvement.

C. Awareness of staff's feelings.

D. Total blame falling on director in terms of failure.

E. Not enough security for worker--some cases (most) no area for advancement.

F. An example should be set in terms of functioning of staff members-drinking, etc.

G. Neighborhood involvement.

H. Ties with various agencies, schools, welfare, etc.

I. Staff values vs. residents' values.

J. Family involvement.

K. Follow-up.

L. Transfer of residents from one center to another.

M. Places available to get monies for residents--employment.

N. Turnover in staff--what motivates people to stay.

TRAINING REPORT ON BOSTON

The retraining program for the staff of the Boston RYC began on July 20, 1970. Initially there was much confusion about the role of the TRI-RYC, ABCD (Action for Boston Community Development) and Boston DARE in the running of the Boston RYC. Therefore, before the issues of retraining could be discussed, it was necessary for these three agencies to clarify what their roles would be: 1) Who would have the final say in which decisions; and 2) who would have the responsibility for future funding of the Boston RYC. There was also some resentment about the TRI-RYC, a little-known organization, coming to Boston to evaluate the program and to tell the RYC staff how their center should be run. It was not until these issues were clarified that retraining could begin.

It was felt that there were three principal problem areas to be discussed during the retraining sessions: the RYC staff needed guidance in writing proposals in order to be able to apply for future funding; previously ABCD had been receiving funds from the Department of Labor with state funds; however, this money was limited and it was unclear where funds would be coming from in the future; there had been a non-operative community advisory board at the Boston RYC. It was felt that an advisory board of agency and professional people in the community should be an adjunct to the board of directors, and thus community involvement would be increased.

The Director of the Boston RYC and the Model Cities people have developed an educational component for the RYC. This program will make available more opportunities for the residents of the Center to continue their education in the regular day school program by receiving tutoring assis-

tance from the staff of the educational component in the center. They will also be able to prepare themselves for a high school equivalency diploma. Also, this program will make available assistance to the other residents to be tutored in any other areas where they may need help, for example, mathematics, improving reading skills, etc.

It was also suggested that the Director of the Center get in contact with persons at Harvard University to tie in some of the University's students to assist in the educational component. This would also help defray the cost of operating the youth center.

As a result of these discussions, plans have been made by the TRI-RYC to prepare materials to assist the Boston staff in proposal writing.

Training sections were also included on funding and community involvement. The TRI-RYC has made available a list of foundations and federal agencies from which the Boston RYC might possibly receive future funding. It has been arranged that as possible funding sources in the Boston area are developed, TRI-RYC will send possible contacts and appropriate procedures to seek funds.

The Boston Residential Youth Center has made contact with all neighborhood and agency people in the Boston area, who are currently furthering their agency and neighborhood involvement. The TRI-RYC has suggested that:

1. The Advisory Board be further developed to insure public relations and to continue increasing support to the Residential Youth Center.
2. A number of "Open Houses" be intiated by the Center and with as much involvement by the residents as possible.

A meeting was held between the Executive Director of the RYC, a representative of ABCD, Deputy Director of the Center, and other staff members. The main focus of the meeting was on the relationship between TRI-RYC and

the Boston Youth Center. Discussion as held on the evaluation process to determine what retraining was necessary and the approach which the TRI-RYC staff had employed. After discussing the different problems which were created, results and recommendations were made. These recommendations were that:

1. There should be two representatives from NARS (National Alliance for Residential Settings) and one from TRI-RYC to evaluate each one of the RYCs.
2. Persons evaluating the RYCs should be in touch with the needs at each center. If there is a time lapse between the assessment of needs and the actual evaluation, evaluators should recheck with the RYC to make sure that the problems (and therefore the needs) have not changed.
3. Evaluators of RYCs should also be familiar with the history of the center and try to understand the cause of problems rather than simply censoring things which do occur without coping with the root of the problem.
4. It was felt that training in the areas of group dynamics and organizational behavior was the most valuable to the center.
5. It was felt that an exchange of residents staff between centers that had been established by TRI-RYC and the city agencies is very helpful. This would give the staff a broader experience on which to base their training, to expand their capabilities of dealing with all aspects of a residential program and the type of problems each is confronted with.

After these things had been thoroughly discussed there was a feeling of better relationships between the Boston RYC people and the TRI-RYC staff.

There were also better lines of communication. TRI-RYC staff found these three days of training not only beneficial to the Boston DARE Inc. and the RYC staff, but also to themselves.

CLEVELAND FOLLOW-UP TRAINING

The Cleveland Follow-up Training took place from July 6, through July 9, 1970. The areas of concern indicated were those of political infighting and inter-staff communications. The history of political infighting in Cleveland had been long and involved. In order for a location for the RYC to be selected, permission of the City Councilman in the desired area plus from the city government was needed. And due to the length of time it took for this permission to be granted, inter-staff communication became more and more removed. Infighting also occurred between the city government, the CEP (Concentrated Employment Program) or delegate agency, and the RYC. There were also struggles over control of the program between the RYC and the CEP and much effort was spent in deciding how the RYC should deal with all of the various power factions involved. Since most of this action was taken by the director and deputy director of the RYC, a division was created between these two persons and the rest of the staff.

It was felt that the specific areas to be covered in the re-training were the following: (a) Theories of power, clarity of definition of power, understanding use of power, etc. (b) over-all power structure of society (c) power of the city and its structure (d) factors effecting the individual in the structure (e) tactics that can be utilized to deal with the power structure:

1. Parallel power
2. Machine politics
3. Infiltrating
4. Effective community relations
5. Public interpretation of program

6. Unification of program goals and tactics

7. Communication network

8. Decision-making

9. Timing

The retraining in Cleveland was a very positive experience. The sort of issues which were confronting the Center had more to do with imposition of external controls and lack of assistance than with the actual running of the Center. The problems of organizational hierarchies and the attempt to limit the autonomy of the center were foremost of the staff's concern. Cleveland is a politically astute community and most of what goes on is influenced by this interplay of politics. The Youth Center staff found itself unwillingly entangled in a semi-political ballgame in which many of them felt they were rapidly becoming the victims. It was the concern and intent of the training staff to help the RYC staff members to analyze the political and organizational structure they were a part of, and to develop new skills, and understandings to handle the resulting problems.

The second concern discussed was the inter-staff communication problem. In the first session, not including the deputy and director, met and discussed their feelings about the problems they were having, the staff relationships, and how the Center was being run. The main issue coming out of this discussion was the sudden withdrawal of the "horizontality" orientation toward the staff by the director of the Center. Some feelings were expressed about not only the manner in which the staff had been handled by this sudden change in policy, but their own responses toward it, which were less than adequate. The discussion led to the staff examining not only what had been happening as a result of this change on the director's part, but what it meant for their own personal growth as a staff. There was also a good deal of redefining "horizontality" on the part of the training

staff for the benefit of clearing up some of the confusion. Much more has been learned over the past year about the gap between the concept of horizontality and how to make it work.

Following the session with the staff, a separate meeting was held with the director and deputy. There was an attempt to convey the staff concerns, and to carry on a further discussion of the problems of leadership in a setting like the RYC. It seemed that the discussion was very helpful for all involved, and it led to a second discussion on the following evening around similar issues.

The training staff decided that there was not enough time to work on the inter-staff communication with the limited number of days available so the staff and administrators were informed that since the problems were out on the table they could deal with them on their own. The remaining time was spent on problems in the area of political infighting.

There was not time to cover all of the desired material. However, as a staff group, this was one of the most competent in terms of understanding and dealing with youth center residents, and in dealing with each other.

NOTE: See report on content material for Cleveland Center Retraining.

FLINT RESIDENTIAL YOUTH CENTER

The Retraining Program for the Flint Residential Youth Center was prepared by TRI-RYC in early August. By design, this period marked the completion of the Flint Center's first year of operation. This provided the trainers and the Flint staff an opportunity to review and discuss many of the components and variables of the program. Particular emphasis was focused on the RYC model, which is outlined below.

As a model of both service and organizational philosophy, the Residential Youth Center is composed of a number of different, but intimately, related variables. Listed below are some of the essential components of the program, and each variable is described briefly. It should be pointed out that the mingling and meshing of these variables is what ultimately defines the model and distinguishes it from other programming and residential designs.

The Flint Residential Youth Center is conceived of as a community facility. In other words, unlike most residential programs it consciously seeks to avoid the creation of a setting with institutional overtones. This is achieved in a variety of different ways. In terms of the physical facility, however, non-institutionalization is dependent on architecture (e.g., the creation of a home-like atmosphere), openness, (e.g., visiting is not confined to specific hours), and accessibility (e.g., the use of the facility by any and all groups in the surrounding neighborhood or community).

The Residential Youth Center is predicated on the assumption that, as a support facility to manpower programs, its services are most effective if they involve both the individual in residence and his family.

Consequently, the pattern of service involves the attempt to assist and/or rehabilitate both residents and families through the efforts of a single indigenous, non-professional whose own training involves both an awareness of processes of manpower programming and a sensitivity to the particular needs and concerns of chronically disadvantaged inner-city people.

Residential Youth Centers should be located within the inner-city at points that are accessible (either walking distance or a short busride) to opportunity and manpower training programs. Particular location will vary with the community but the attempt was made to have the Residential Youth Center situated either in or on the fringe area of a singular or multiple ghetto.

The goals of all Residential Youth Centers are to facilitate the vocational and personal development of its enrollees. Specifically, this means that if an enrollee is determined not to return to school, every effort is made to prepare him for full-time employment in a vocation of his choice. Consequently, all Residential Youth Center staff and residents must develop effective and mutually enhancing relationships with manpower programs and personnel, particularly those with specific vocational implications.

A key variable in the Residential Youth Center model involves the singular reliance on indigenous non-professionals as its primary service personnel. Residential Youth Centers are generally staffed almost completely by people from the immediate community. These people are trained and supported but must be viewed as the Center's "change agents" with the primary clinical, service, and administrative responsibilities of the facility. However, this does not preclude the use of trained professionals as resource persons.

The Flint Residential Youth Center is predicated on the assumption that unless the recipients of services are contributing to the development of the setting the tendency will be one in which the Center becomes viewed and experienced as a uni-directional "handout". Consequently, participation by enrollees in the Center is for the most part, voluntary. In addition, enrollees are encouraged to set their own goals and the expectation is that they will contribute financially to the running of the Center. Thus, for example, all enrollees are expected to pay rent, the particular amount for any individual to be determined by his income.

As an organization, the Residential Youth Center is structured in a manner which will facilitate both the sharing of responsibilities by staff members and the overall growth of Residential Youth Center personnel as a whole. The vehicle by which this is accomplished is called "horizontal structure". Horizontal structure involves a redefinition of organizational roles and responsibilities so that all staff personnel (e.g., director, deputy director, Residential Youth Center workers, cook, live-in counselors) carry clinical, administrative and programming responsibilities.

The staffing of the Residential Youth Center involves at least two separate processes: selection and training. Criteria for selection involve individual assessments concerning personal background, motivation, degree of commitment, and willingness to accept new responsibilities and attendant anxieties. Training is of the "sensitivity" variety, but is focused on concrete problems and tasks within an inter-personal and one-to-one context.

The typical Residential Youth Center resident has the following background: he comes from a broken home, has four or more siblings, his family is supported by the State; he has spent time in an institution, has had legal involvements, dropped out of school, and is unemployed (or

under-employed); furthermore, he is between sixteen and eighteen years of age and comes from Flint.

Residential Youth Center is viewed as an important support service to those youth who have been labeled "hard-core" or chronically disadvantaged. This means that the youngsters served by Residential Youth Centers are adolescents (age 16 to 21) with long histories of failure (both personally and educationally), and extensive prior involvement with law enforcement, mental health and social service agencies. This being the case, Residential Youth Centers are small (e.g., they house only 25 youth at any time) and well-structured so as to facilitate the development of intensive helping relationships between enrollees and staff.

As indicated above, the Residential Youth Center is or should be embedded in a particular community dynamic. Consequently, the effective implementation of a Residential Youth Center can only take place after the community surrounding the facility has been directly involved in the development of the Center. While community penetration is an ongoing activity, it is most critical during the two or three months prior to the time the Residential Youth Center opens its doors.

The definition of counseling employed at a Residential Youth Center is both broad and complex. Counseling involves any and all one-to-one group interactions that focus attention on the needs, problems and aspirations of residents. Both formal and informal counseling of the one-to-one nature occurs at all hours of the day and night. In addition, the development of group programs provides the enrollee with the opportunity of gauging his behavior in terms of the means-ends expectations of inter-group life. Counseling, therefore, is not restricted to particular times or places, but occurs in terms of the needs of the individual resident.

In addition to the counseling described above, Residential Youth Center residents are expected and encouraged to participate in the operation and development of the Center. This is accomplished through the implementation of a Resident House Council, a group composed of Residential Youth Center residents. This group is invested with the responsibility of developing programming policies, initiating, and implementing self-governing rules, and facilitating the integration of the Center into the community. The overall goal of encouraging peer group inter-action is the development of individual and group responsibility and participation in the decision-making processes.

Learning, both formal and informal, is a process by which individuals experience a developmental sense of self, participation and transcendence. The learning process at a Residential Youth Center is both individual and group-oriented. In addition, however, particular attention is given to enrollees who desire to improve formal academic skills. This aspect of the learning component is approached from the point of view of tutoring and the development of an organic or functionally-oriented programmed learning environment.

The Residential Youth Center is viewed as a support service to existing social agencies, particularly the Genesee County Community Mental Health Center. In addition, by the very nature of the enrollees served, the Residential Youth Center must be intimately related with other social service and mental health agencies. The development of this relationship is of primary importance in the development of the Center and should be approached from that point of view. Problems of coordination and role responsibility between the Residential Youth Center and other community agencies must be dealt with at a point in time before crises occur. Consequently, it is viewed as part of the process of community penetration and involvement.

The Residential Youth Center is evaluated through a research model that stresses both behavioral and psychological changes over time. The overall design employed is based on a pre--post test of attitudinal and behavioral indices of functioning related to vocational, social and attitudinal behavior. In addition, attempts are made to plot the effects of the Center on an enrollee's participation and success in manpower training and full-time job situations. Finally, all statistical data are supplemented with detailed individual case histories.

It was apparent that the concept of horizontal structure caused some difficulty with the Flint staff. Many of the problems were the result of an unclear definition of horizontality. Some staff members either abused or misused this organizational structure. Since these problems were shared by the original RYC staff in New Haven, the latter Center was used as "case history model" for discussion.

In attempting to assess the effectiveness of the Residential Youth Center's "horizontal structure" it should be made clear that the concept itself involves far more than a simple re-definition of organizational roles. Fundamentally, horizontality is composed of at least two dimensions, the behavioral and the psychological, and it is not clear that the same dynamics are always at work in both instances. On the behavioral level, for example, horizontality was defined as the sharing of responsibilities and the participation by the entire staff in the Center's decision-making process. Its goal was relatively specific: to create the conditions under which people could become "creative generalists;" that is to say, become capable of handling a variety of different clinical and administrative functions and, in the process, begin to experience the sense of competence that accompanies the development of skills heretofore deemed unnecessary to the functioning of the organiza-

tion. On the psychological level, horizontality demanded the willingness and the ability of people to commit themselves to each other and to the sharing of their experiences, problems, and concerns. Conceptually, it was in a variety of important ways related to the growth of the particular group of which he was an "irreplaceable" member.

In New Haven, one of the most striking results of the Residential Youth Center's horizontal structure was the degree to which people responded differentially to their "clinical" as opposed to "administrative" functions. Long before the Center became operational, during the period of time when the staff was first getting together, organizing the program, and developing its rationale, the fear was voiced that, "We're not psychiatrists or social workers. We're not equipped to handle mental problems." With relatively few exceptions the staff questioned its "clinical abilities" and its "right" to shoulder the responsibility of working with "really disturbed kids". By contrast, there was little if any evidence that the staff had similar kinds of feelings or trepidations about its administrative potential. Quite to the contrary. By and large the staff looked forward to the time when the program's overall operation and decision-making functions would be largely under its control. In time, however, there was a distinct shift, almost a reversal, in the staff's feelings concerning its clinical as opposed to administrative competence. Once the program got off the ground, especially after people became deeply involved in working with the residents and their families, the staff gradually became much less enchanted with "administrative duties" and much more enamored with the "clinical aspects" of the job. Administration became a "bore," an annoying and time-consuming interruption in an otherwise hectic and exciting life.

In retrospect, the shift in the staff's feelings about and response

to their administrative and clinical duties is understandable. Despite the fact that "clinical" work is often anxiety-arousing and frightening in its complexity and implications, it does, nevertheless, bring with it something that is usually missing in the paper and pencil world of administration--a direct and highly personalized sense of achievement. When a youngster began to "respond" to the efforts of his worker, however tentatively and hesitatingly, the worker could in a very concrete sense point to the change in behavior and experience that indefinable exhileration that often accompanies clinical breakthroughs. In addition, almost every time a Residential Youth Center staff member was able to point to some improvement in "his boy" two things invariably followed. First, he would receive social support and recognition from the rest of the staff; and second, his own increasing sense of competence would gradually undermine whatever doubts he may have had regarding his "rights" to work with "really disturbed kids". By contrast, the staff's administrative activities rarely met with similar responses. For this to have occurred, would have required the development of a perspective broad enough that the seemingly inconsequential tasks associated with the day-to-day operation of the program could be viewed with the same enthusiasm, and accorded the same recognition, as the more dramatic or clinical aspects of the program. This heightened perspective never appeared. Tasks such as rent collection, balancing the budget, cooking, and ordering supplies never elicited a response that even remotely approached the concern accorded to clinical involvements. Despite attempts to establish parity between the two, the Residential Youth Center was, and continues to be, a setting in which clinical and administrative competencies are differentially perceived and questions of whether or not horizontality does, indeed, create the conditions for the development

of what we have called "creative generalists" remains essentially unanswered.

TRAINING PROGRAM REPORT FOR THE TRENTON BOYS RESIDENTIAL YOUTH CENTER

The training design for the Boys Youth Center of Trenton was around three areas where the workers felt they were lacking as a staff and as individuals. Their inability to deal effectively in the three areas has had some effect on the program. The three areas that were confronting them were: (1) Political infighting - how to get private funding for the RYC without UPI blocking this move; (2) Night programming - more creative night programs are needed with more staff involvement in the program; and (3) Community involvement - more involvement of trained people in the community with the center; more active people on the board.

After holding a staff meeting to check out the three problem areas, the staff felt that the first area of "political infighting" was the most important area for them at this time.

Our first session dealt with the issues of "attitudes and behavior". How they effect their jobs, and the people in the community and both levels of: (1) Residents of a community - people who live in the area surrounding the Trenton, New Jersey Residential Youth Center; and (2) The people in power - who is powerful and powerless, why do some people have power and others do not; how people in the program and community residents can get into power and make changes in the society.

In the first area, we began working with them around this point. In that, they must understand the attitudes and behavior patterns of the black community if they are to involve them in their program to effect community change in both the program and the community by looking at,

and identifying the supporting and conflicting pressures on people in the area.

In Trenton, the black community is made up of three different groups: (1) the poor; (2) the middle-group; and (3) professional people. The problem of the RYC is that the organization wants to work with poor people, but the staff doesn't know how to do this. The probable reason for this is that the RYC staff is made up of middle-class blacks who do not want to lose their position. Therefore, they do not fight for new programs or express dissident opinions.

"People in power" was the kick-off point from which to move into session II and III around political infighting. The first session went over well with the group; it gave them the foundation to move into sessions two and three, in that they could know and understand how power (political and economic) was distributed in the community and taken away. In other words, methods of using the power behind an RYC program in the community were discussed. The main issues were: 1) if an organization does not exercise the power it has obtained, this power will diminish (in Trenton, UPI has given much autonomy to the RYC; however, the center had not yet exercised this power) and 2) how can the center go along with the established agencies in the community and at the same time, operate creative programs which may be new and unknown in the neighborhood. It was also stressed that the RYC must maintain a strong position within the community since economic power is an outgrowth of political power.

At this point in the training, it was felt that there would not be enough time to work with the group around this most important issue, so the following course of action was developed. Information was given on the topics below and the staff was to use it to determine the action to be

taken in the future. Topics included were: (a) identifying and evaluating the issue; (b) who is powerful and powerless; (c) methods to establish a course of action; (d) establishing a goal and evaluation of the actions to meet that goal.

RETRAINING PROGRAM FOR BOYS RYC, BRIDGEPORT, CONNECTICUT

The Retraining Program for the Bridgeport Boys Residential Youth Center staff was conducted over a three-day period (August 21, - September 1-2, 1970), centering on three problems that they felt were blocking their efforts at working with the residents of the Center. Those problems were: (1) poor inter-staff communication (2) working with problem youth (3) night programming.

On Monday, August 31, 1970 the training program was started as scheduled. It was felt that the program start with the issue of the staff's poor communication by having them list the problems in the order of their importance and the issues stemming from them. These issues are the following: (1) There is a high staff turn-over. Seven staff members have been lost in 15 months. They find themselves always working on staff (group) development; (2) There is a lack of understanding of other staff positions. The staff interest has been only with their own positions; (3) Working with problem youth has been difficult. The level of communication with the residents is very poor; (4) The staff is tired of the program. The rate of staff turn-over and the killing of program ideas by the main office has left them with an "I don't care" attitude; (5) There is a lack of interest. They feel that there is a lack of trust, and a lack of any true staff relationship that should be there for residents to see and participate in.

The role the indigenous staff member should play has been described in the following manner: An institution is rarely better than the individual and collective competence of its staff. Most institutions are founded on the assumption that only people with certain kinds of training

experiences and backgrounds can (or should) be trusted with the responsibility of meeting the kinds of needs for which the institution was created. This assumption, coupled with the fact that most institutions pride themselves on the "professional quality" of their services, has certain consequences for the criteria and procedures developed with respect to the hiring of staff. One of the most important of these consequences is the tendency to evaluate (and to value) an individual more in terms of his formal credentials than his personal characteristics. Another is the tendency to gauge an individual's present and future competence not in terms of any assessment of his inherent potential for growth, but on the basis of his past performance and preparation in an area that is presumed to be related to the particular goals of the institution. It is, in short, a situation predicated on the notion that a certain kind of formal training (i.e., academic experiences, professional degrees) is inherently better than other, less formal, types of preparatory experiences.

One of the most significant results of the War-on-Poverty (and to a lesser degree, of the community mental health movement) has been the emergence of the nonprofessional into the fields of mental health and community action. It would seem, at least on the surface of things, that the admission of a whole new population -- a group of people with different "credentials" into the areas of rehabilitation and service is a signal that the assumption concerning what constitutes "being equipped" to deal with complex human problems has undergone some significant change. But such was neither the case nor apparently the intent behind the move which brought the nonprofessional into prominence. To begin with, it should be made clear that the decision to invite the nonprofessional into the fields of human service was dictated more by necessity than by choice; dictated by the realization that we do not now have, and will probably never have,

enough professionals to meet the needs for service that exist in our society. It should also be made clear that because of, rather than in spite of, the reasons behind the decision to draft nonprofessionals into the "service army," they have usually been used and given tasks to perform that are completely consistent with the values and assumptions of their professional employers (i.e., that they are really not equipped to deal with complex human problems and cannot be trusted with the responsibilities of clinical decision-making).

That the situation as a whole is a somewhat curious one goes without saying, but with respect to the War-on-Poverty it becomes almost ludicrous. Here the situation is one in which our assumptions as to what constitutes a "professional" (not to mention a nonprofessional) are both vague and somewhat paradoxical. Almost by fiat have people identified as "mental health" workers (i.e., psychiatrists, psychologists, social workers, and vocational counselors) been designed as the "experts" and, if they have not officially assumed the mantles of leadership, they are increasingly turned to for advice and counsel as to how to wage the war against poverty. It is a strange situation in many ways, not the least of which because the "professional" (i.e., the individual with the accepted credentials) has already either proven himself to be a failure when it comes to dealing with the problems of poverty or has heretofore never shown any interest in becoming involved in the problem at all. In point of fact the mental health professional's previous experiences in the area have, for the most part, been little more than minimal, his interest less than that, and, perhaps most importantly, he has "distinguished" himself by developing theoretical conceptions and models of help that are highly suspect with respect to their relevance and applicability to the problems of the poor.

The basic point we are trying to make is that the emergence of the so-called nonprofessional into a position of some prominence in the fields of human service has, at least up until the present time, not been accompanied by any basic changes in the assumption of what constitutes "being equipped" to deal with complex human problems. Despite calls for the "new careers," perhaps even because of them, the need to maintain and enhance professional orthodoxy has been safeguarded. The criteria for what constitutes adequate preparation remains unchallenged and unquestioned, and the world has been kept safe for the professional.

With the above as background, the Residential Youth Center took as its working assumption that people not titles, creative individuals not paper credentials, was the most appropriate orientation to take with respect to the problem of selecting and hiring a staff. Moreover, it was assumed that once these people were found, there was no reason (in theory or in fact) to think that they could not or should not be given the complete responsibility, the decision-making power, for assessing a given client, conceptualizing the problems in client-relevant terms, and developing and implementing clinical interventions appropriate to the situation. Consequently, the basic criteria utilized in staff selection had to do with: a) the amount and kind of experience the individual had in working with members of the target population, and b) the amount of observable or inferrable commitment and involvement the candidate indicated toward the work. To be quite candid, the decision to hire or not hire a potential staff member was based on "clinical," rather than empircial, judgments. First, we sought individuals who were dissatisfied with the limitations imposed upon them by their current roles as nonprofessionals in the local community action program. And second, we sought individuals who seemed flexible enough to experiment with a variety of different techniques for

intervening in the lives of the target population. In short, we wanted people who were not only committed and dedicated, but were also both receptive to learning new things and willing to face the anxiety that such a venture would inevitably generate.

By and large the staff of the Residential Youth Center can properly be called indigenous to the inner-city; and in those cases where the people are not indigenous by birth, they are certainly indigenous in terms of past experience, length of inner-city residence, or socio-economic background.

On the first day, it was difficult for the staff to voice and define their personal and organizational concerns. The reason for this behavior, was that as a staff they had reached a low point of concern for the program. This is due to the fact that many new ideas which the staff had designed for working with the young people at the RYC were turned down by the main office. Thus, the staff's lack of interest is a result of the neglect and disinterest of the main office. In the future, it is recommended that RYC programs get direct funding, instead of having the monies funneled through a CAP agency.

This day, our schedule called for the development of a plan of action to deal with those issues that they came up with on the first day. As the group began to explain their plan, the major causes of the problems became clear. The first course of action was for them to address themselves to the issue of the relationships (or lack of relationships) of the main office to their program and the effect of the behavior of those in position to make effective changes that would enable the program to function.

The above issue was clear and the course of action that must be taken to solve the serious difficulties confronting the program was

also clear.

The staff felt that they should have a showdown with the main office on the role and relationship they felt their program needed in order for it to function. This must be done before other issues could be dealt with. The new plan of action was: 1) call for a meeting with the Executive Director of ABCD and others, to be held at the Center; 2) show them and talk over their list of program problems (not staff problems) that have to be dealt with if they hope to have a successful program; and 3) the plan must show that alternative actions to direct funding of the centers that will destroy the program.

All of the staff felt that this was the only thing left for them to do. They were tired of playing the good role. The training program ended with the understanding that TRI-RYC, Inc. would help them when needed.